The Treatment
of
Adult Offenders
and Children

In Luzerne County, Pennsylvania

Prepared by
The Pennsylvania Committee on Penal Affairs
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Introduction

IN January of nineteen hundred and twenty-eight the Wyoming Valley Welfare Council, with the hearty concurrence of President Judge William S. McLean, of our County Court, invited the Pennsylvania Committee on Penal Affairs to make a study of the treatment of adult and juvenile offenders in Luzerne County. Mr. Leon Stern, Secretary of Research and Field Studies, was appointed to make the study, and this publication is the result of his labor in this county for some five or six months.

The purpose of the Council in requesting this survey was to secure a picture by an expert without any local prejudice or special interest of those aspects of our social system which deal with erring men, women, and children, and of our attempts to re-establish them into useful citizenship. The Council sought such an investigation as might serve as the basis for discussion and study by interested people in the community and, what is more important, as might help in the formulation of an intelligent and constructive plan for the uniting of all our social services, public, private, and of the Courts, into a harmonious program for dealing with the problem of delinquency in our community.

No claim is made for the report that it is final or infallible, though, of course, ample opportunity was given to every one concerned to send in their criticisms or correct errors of statement. Of necessity, changes occur between the time of making such a study and its publication, and as far as possible these changes have been noted in the report. The Council is desirous that a large number of people will be interested in studying this report that all the intelligent help possible may be secured to the achievement of its purpose.

Our social order is harassed by difficult and rapidly mounting problems, for the solution of which we propose there should be, *first,* the obtaining of a reliable record of facts and factors involved, then, *second,* the intelligent and analytical study of those facts, which, in turn, should lead, *third,* to a constructive program of enlightened social insight. It is the hope of the Wyoming Valley Welfare Council that this report, together with the study made of it and the conclusions reached, may be a contribution to the solution of one of our most vexing problems.

PAUL S. HEATH, *Chairman,*
Wyoming Valley Welfare Council.

Foreword

THE main purpose of this survey I assume, is, by the production of carefully and intelligently prepared statistics, to acquaint those interested with the enormity of the problem of the Treatment of Adult and Juvenile Offenders, and as well to arouse the interest of those who are indifferent because of their ignorance of conditions.

To adjust the punishment to the offense, so as to meet the needs of society, is perhaps the most difficult problem with which the courts must deal, and the solution of which the judges find the least satisfaction.

To place a first offender upon probation involves more than the mere suspension of sentence because of previous good character, but implies also supervision of the subsequent conduct of the accused. To parole an offender during the term of sentence involves more than a compliance by the prisoner with conditions imposed as to the payment of fine or costs, but it should contemplate an effort, by those charged with the duty, to assist the unfortunate person to avoid future misconduct, and where necessary, to aid in rehabilitation.

These aims are ideals seldom attained, but in any event are worthy of our best efforts. The very purposes of these salutary laws are defeated if adequate facilities are not provided for their administration.

The clear statement of conditions as contained in this survey will prove of great assistance to the court in determining its future policy concerning the parole and probation department. The facts are here presented and should afford a very definite objective for the various social agencies in their efforts to cooperate with the public authorities.

We are indeed grateful to Mr. Stern and the Pennsylvania Committee on Penal Affairs for their valuable services in preparing this study of the situation, and also to the Wyoming Valley Welfare Council for its publication.

WILLIAM S. MCLEAN,
President Judge, 11th Judicial District.

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CONTENT OF STUDY

This study is a social survey of the treatment of children, families and adult offenders, by the court and correctional authorities of Luzerne County, with the aid of the county's public and private social agencies. It represents the interest of the courts and the social agencies of the county in these problems and was made with the cooperation of judges, probation officers, correctional and health authorities, police and penal officials, and leaders in public and private social work.

The study itself is presented in four parts:

Part One

Part one is introductory and descriptive. The better to understand the county's problems, its history and social background have been sketched in; the county's general social and industrial problems have been portrayed; the populational factors have been studied and presented; the administrative departments and their relationship to each other and their function in the treatment of children, families and adult offenders, are discussed. A picture of the activities of the non-correctional social agencies, public and private, dealing with the various community problems, family life, child life, health, delinquency and dependency, is also given in this section.

Part Two

Part two describes the methods used in the examination of cases. It tells how the case problems were analyzed and studied and how the work of the courts and the associated public and private agencies, in connection with treatment of individuals, was surveyed. .

Part Three

Part three is devoted to findings in connection with the study of cases and treatment. It shows the results of the study of cases for the year 1927, and of the survey of social treatment given by the courts and the private and public social agencies during that year to the individuals in difficulty; children, adult offenders, and men and women in cases of domestic trouble. There is an explanation of the objectives of this case study, together with an outline of the standards of case handling and treatment which were used as a guide.

Part Four

Part four presents recommendations and suggestions based upon this study. These are made for the consideration of the courts, correctional authorities and the social agencies of the county and its communities.

PART ONE

Social Factors and County Administration

I. The County and Its People

Historical Background

Luzerne County is in the northeastern part of Pennsylvania, in the anthracite coal region. In colonial days it was in disputed territory, claimed by Connecticut and Pennsylvania. Under the terms of the royal grant of 1661, Connecticut colony extended westward indefinitely and covered what is now part of northern Pennsylvania.

In 1754, the Susquehanna Land Company, formed in Connecticut, took up claims in the Wyoming Valley, the heart of the present Luzerne County. Connecticut men and women came into the valley, and in 1776 Connecticut set off the section as the County of Westmoreland. The Townships of Wilkes-Barre, Kingston, Hanover, Plymouth and Pittston had been laid out by the adventurous New Englanders between the years 1768 and 1770. Despite Indian attacks and settlers' wars, these settlements prospered from the beginning and are today leading mining and manufacturing communities of the northern coal basin.

Pennsylvanians, or Pennamites as the Connecticut men called them, had also established themselves in the valley at an early date: Scotch-Irish came up the Susquehanna from Lancaster County; Pennsylvania Germans from Berks County followed; settlers came from other sections of the colony and from New Jersey. The conflict between the colonists sent by the Penn family and those from Connecticut was a long drawn-out and bitter one. The discovery of "stone coal" in the valley sharpened the fight for its possession. Both the Susquehanna Land Company and the proprietaries had purchased the disputed land from the Indians in order to legitimate their claims.

After the Revolution, Pennsylvania erected the district into a Pennsylvania county, with the thought of settling the difficulty. In 1786, the county was incorporated and named after the French Minister at Washington. But the struggle did not cease. Finally, in 1808, after fifty years of war, court tests and civil suits, the last claims were settled. The settlements in the southern part of the county, Hazleton, Freeland and White Haven, have their origin in the last century. The history of Hazleton, settled in 1820, and of Freeland, settled in 1842, is part of the history of the development of the Lehigh Valley coal fields.

Although Luzerne County is still a very large county, it was originally much bigger in area than it is now. Between 1810 and 1878, it was reduced bit by bit to its present size. Part of Bradford, Susquehanna and Carbon Counties were cut off and Wyoming and Lackawanna Counties were taken out wholly from its territory.

Topography

The county is roughly in the shape of a shield, with the Susquehanna River running through it for a distance of 45 miles from the northeastern side at Pittston to the southwestern near Nescopeck. The county is very mountainous, but includes the Susquehanna Valley, which in its widest stretches beween Nanticoke and Pittston, a distance of 25 miles or so, is known as the Wyoming Valley; in the northwest is the fertile Huntington Valley, and in the south are the Sugarloaf and Nescopeck Valleys. Because of the configuration of the land, the cities and towns are pressed into the valley areas or the level plateau spaces. Thus Wilkes-Barre, Pittston, Nanticoke and the other valley industrial and coal towns are all in the northeastern part of the county. Hazleton, Freeland, White Haven and the southern manufacturing and coal towns are on the highlands in the southern part of the county. The mountains cut off the Wyoming Valley region and the towns in it from the towns and hamlets in the south, so that they seem to be in separate counties.

Demography (Native and Foreign-born)

The population of Luzerne County, according to the United States Bureau of the Census for 1920, [1] was 390,991. In ten years the population had increased 47,875, or 13.9 per cent. The native-born whites numbered 302,365, or 77.3 per cent, the foreign-born whites 87,791, or 22.5 per cent, while only 815, or .2 per cent, were colored. Of the native-born white, 41.7 per cent, or 126,359, were of parents who were native-born; 58.3 per cent, or 176,006, of those born here had one or both parents born abroad.

Immigration Problem

When we examine the figures for the principal cities, we find that there is a large foreign-born group and a large group of mixed or foreign-born parentage. More than one out of every five persons is foreign-born. Of the native-born, three out of every five had one or both parents born abroad. In Wilkes-Barre the proportion was one out of two, while in Nanticoke it was as high as four out of five. (See Tables A and B.)

Foreign and Native-born Population for Selected Cities [2]

Table A: Proportion of foreign-born and native-born in total population:

CITY	Total Population	Total Foreign Born Population	Percentage	Native Born Population	Percentage
Wilkes-Barre	73,833	14,567	19.7	58,709	79.5
Hazleton	32,277	6,023	18.7	26,224	81.2
Pittston	18,497	4,720	25.5	13,763	74.4
Nanticoke	22,614	6,589	29.1	15,994	70.7

Colored Population: Wilkes-Barre, .7 per cent; Hazleton, Pittston, Nanticoke, .1 per cent each. Plymouth, one negro. Chinese and other groups not calculated.

1/ United States Bureau of the Census Report, 1920, Vol. III, p. 883-884.
1/ Vol. III p. 863.

Table B: Proportion of native-born whites of native-born parentage and native-born whites of foreign-born or mixed parentage. (In total native-born population):

CITY	Native Whites	Parents Native Born	Percentage	One or More Parents Foreign Born	Percentage
Wilkes-Barre	58,709	28,709	49.6	30,000	50.4
Hazleton	26,224	11,384	43.4	14,840	56.6
Pittston	13,763	5,749	41.7	8,014	58.3
Nanticoke	15,994	3,416	21.3	12,578	78.7
Plymouth	12,550	4,535	36.1	8,015	63.9

We have in the county a large mass of the population who are European and still in process of assimilation. We have another large group born in the county who are in an American environment in school and in industry, but at home have a non-American or European environment.

Some mal-adjustment, due to the clash of social cultures and standards in the home and the community, is inevitable and requires community understanding and social engineering for successful adjustment. To conserve the social contributions made to the community by neighbors and citizens of European origin and at the same time to maintain American cultural standards is the task of civic leaders of the community, both American and foreign-born, working with the social workers of its courts and its public and private agencies.

Racial Groups and Their Distribution

The foreign-born population of the county, which totals 87,791, represents a cross section of the immigrant population of the entire country. Seventy-nine per cent of the immigrants, numbering 67,539 individuals, came from eastern and southern Europe. The principal groups were:

Poles	26,808
Italians	11,391
Lithuanians	7,727
Czecho-Slovaks	6,343
Austrians	6,982
Russians	5,015

Only 22 per cent of the immigrants, numbering 19,730 persons, were from the countries of the older stream of immigration. The principal racial groups were:

Welsh	5,338
English	4,838
Germans	4,018
Irish	3,938

In Pittston and Hazleton the Italians are present in greater numbers than the other social groups, while in Wilkes-Barre, Plymouth and Nanticoke, the Poles lead, as shown by the following table:

CITY	Total Population	Total Foreign Born	Poles	Italians	Lithu-anians	Austrians	Russians	Czecho-Slovaks
Wilkes-Barre	73,833	14,567	2,840	875	1,042	747	1,412	811
Pittston	18,497	4,720	222	2,372	664	158	301	21
Hazleton	32,227	6,023	697	2,278	130	431	321	528
Nanticoke	21,614	6,589	3,747	189	343	464	195	203
Plymouth	16,500	3,948	1,553	13	636	184	269	161

Urban Population and Area

Seventy and nine-tenths per cent of Luzerne's 390,991 inhabitants in 1920 were classed as urban. 233,819, or 59.8 per cent of the total population of the county lived in the Wyoming Valley towns and industrial communities, [1] and 57,445, or 14.6 per cent, of the total population lived in the southern industrial and mining section of the county. [2] In these urban industrial areas are nearly all foreign-born and the native-born of foreign and mixed parentage.

Agricultural Area

Although Luzerne County is evidently not a farming section, 39 per cent of the area of the county is embraced in its 2,965 farms, which have an average size of 43 acres. The average value of farms was $7,055. All the operators, except 467, were American.[2]

Anthracite Coal Industry

The wealth and prosperity of Luzerne County is built upon the anthracite coal industry. The principal anthracite coal formation of Pennsylvania underlies a great portion of Luzerne County. 70,960 individuals, or 74.5 per cent of the total number gainfully employed in the county, are engaged in anthracite coal mining.

Coal was discovered, mined and used soon after the settlement of the Wyoming Valley. Anthracite was first burned in an open grate by Judge Jesse Fell of Wilkes-Barre in 1808. The discovery of coal caused the whole region to move forward. It developed transportation with amazing rapidity, first by canal and then later by steam and rail.

There are two important coal basins. The northern coal field extends from Shickshinny on the Susquehanna in Luzerne County up the Wyoming Valley into Lackawanna County. 82.8 per cent of the coal in the Wyoming Valley is marketable.[1]

1 See Map, Page 5.

2 Fourth Industrial Directory, 1922, p. 989.

Map Showing Chief Coal Mining Areas and Towns

The Eastern Middle Coal Field [1] is in the Lehigh region in the southern highlands of the county in Black Creek, Hazle and Foster Townships. Seventy-five per cent of the total coal thickness in this section is considered marketable.

The first miners were Welsh and English. The labor required for the development of the anthracite coal fields has always been furnished by immigrants. In the first fifty years of the development of the industry, the British Isles and Germany furnished the supply. In the last quarter of the nineteenth century the Slav countries of southern and eastern Europe began contributing a new labor supply. Many mining camps, which in the seventies were inhabited by Irish, English and Welsh, have passed wholly into the hands of Slavs and Italians. Every mining town has within it a colony composed wholly of these foreigners.

In 1870, of the 38,161 foreign-born engaged in mining in the State of Pennsylvania, only 121, or 3 per cent, were Slavs and Italians. By 1890 this population

[1] See Map above.

in the anthracite field was 25.67 per cent, in 1900 it had reached 46.36 per cent, and now it is almost 75 per cent.

A single mine may employ hundreds, sometimes thousands of people. Mine bosses and superintendents must be employed to deal with these large armies of employees. Therefore, it is natural for mine operators to employ foreigners in homogeneous racial blocs or groups, so they can be supervised with a minimum of economy and a maximum of efficiency by bosses who understand the social habits and the language of the miners. Because of this and because immigrants desire to be with people of their own racial groups, foreign-born miners from the same countries are segregated in the different mining districts according to racial groupings. Thus the distribution, previously noted, of immigrants and national groups in the different cities of Luzerne County is in part due to their employment in the mining industry.

Silk and Textile Industries

There are many silk manufacturers and silk throwsters in the towns and industrial hamlets of the county. There are the shirt, shirtwaist, overall, cigar, tinware and wire factories, employing many women and girls of the miners' families. A ready-to-hand labor supply of young boys and girls and women from the large families of foreign-born miners has caused the establishment of these industries in the anthracite towns.

Industrial Social Problems

The hazards of coal mining, industrial disease and accidents resulting in serious disability and sometimes in death, bring with them many social problems. The accident or death of the wage earner often makes it necessary for the mothers and women members of the family, who are the home caretakers, to seek employment. Many women work in the mills, even though the male head of the family supplies the family income, or work may be undertaken by them to fill a need or to aid when there is unemployment in the mines. Young children are left at home without proper care, due to the fact that the mother or the caretaker is away from home. The industrial situation thus complicates family life in the coal mining and industrial districts.

Transportation

Because it is in the midst of the anthracite coal fields, Luzerne County is plentifully supplied with railroad facilities. The important lines follow the Susquehanna Valley. The Lehigh Valley Railroad, the Central Railroad of New Jersey, and the Delaware and Hudson connect with points above Wilkes-Barre, and the Pennsylvania Railroad with points at the other end of the valley below Wilkes-Barre. The Delaware, Lackawanna and Western Railroad traverses the length of the valley; the Central Railroad of New Jersey and the Lehigh Valley Railroad leaving the Wyoming Valley cross the Pocono Mountains to the towns in the valley of the Lehigh. The towns and mines in the southern plateau are also supplied by the Lehigh Valley and the Central Railroad of New Jersey. The only direct connection between Wilkes-Barre and Hazleton is by an electric line which crosses the mountain ridge separating them. The concentration of the railroad facilities in two sections, namely, the river valley coal fields and the

southern coal fields—which also contain the silk and textile industries—has urbanized these areas, so that there are many small towns and villages on the transportation lines at points contiguous to the mines. This urbanization of rural sections of the county has brought with it social problems peculiar to city life.

Religious Sects

Methodists, Baptists, Presbyterians, and Congregationalists were represented among the early settlers. Most of the German settlers were Lutherans and members of the Evangelical Church. The advent of the Welsh brought the Welsh Churches, Baptist and Congregationalist. Today every shade of religious opinion is represented in the churches of Luzerne County. All the protestant sects, the Roman, Uniate, Greek Orthodox and Greek Catholic, and the churches of all the racial groups, Russian, Italian, Polish, Lithuanians, are now found here.

II. Administration of Luzerne County

Luzerne County is classified as a third class county and is divided into 36 townships, four of which are first class. There are 37 boroughs and four third class cities.

County Offices and Departments

The county officers in charge of its administrative policies are the six judges (five judges of the Common Pleas, Quarter Sessions and Oyer and Terminer Courts, the one judge of the Orphans' Court), the three county commissioners, the county controller, and the county treasurer, who are in charge of the county's fiscal policy, the prothonotary in charge of the records of the Common Pleas Court and custodian of civil records, the recorder of deeds, the clerk of the Orphans' Court, the register of wills, the clerk of the Quarter Sessions and Oyer and Terminer Courts, who is in charge of all criminal dockets; the district attorney, the county detective, the sheriff, the coroner, the jury commissioners, the warden of the jail, the manager of the Luzerne County Industrial School for Boys, the board of the Mothers' Assistance Fund, and the three probation officers.

There are also 37 poor boards, some organized with a township or a borough as the unit, others organized in combinations of boroughs and townships into single mixed districts administered by a single board. [1]

The offices of the judges and all the county officials, the trustees of the Mothers' Assistance Fund and the probation officers, are in the Court House at Wilkes-Barre.

The County Prison is in Wilkes-Barre near the Court House. The Luzerne County Industrial School for Boys is at Kis-Lyn, near Hazleton. One of the poor districts, the Central Poor District, operates a home and hospital for chronic diseases within the county limits, at Retreat, near Nanticoke. The dis-

[1] See Section on Poor Boards, Page 13.

trict has its offices in Wilkes-Barre. In the same building are the offices of the State Health Nurse, the Tuberculosis, Genito-Urinary and Mental Health Clinics.

III. The Courts of Luzerne County

Courts of Record

The county has four courts of record: The Court of Common Pleas, for hearing civil causes; the Orphans' Court, which deals with wills, estates and adoptions; the Court of Quarter Sessions and General Jail Delivery, and the Court of Oyer and Terminer, both of which are for the trial of criminal causes, the Court of Oyer and Terminer being for the trial of graver offenses. Other offenses, including non-support and desertion cases, are heard in the Court of Quarter Sessions. The Juvenile Court is a Divisional Session of the Court of Quarter Sessions.

Judges elected to the Common Pleas Court also preside over the Court of Quarter Sessions and the Court of Oyer and Terminer. The senior judge in point of service is the President Judge of these courts. The judge of the Orphans' Court bench, however, is elected separately to that position.

Courts Not of Record

There are also courts *not of record,* called justice of the peace courts, in townships, and alderman's courts in the city wards. These courts are presided over by lay judges having a very limited civil jurisdiction and some summary jurisdiction in minor offenses. Their most important function in criminal matters is to bind over individuals for hearing in the Quarter Sessions Court.

IV. The Quarter Sessions Court and the Treatment of Delinquency and of Social Problems

The Quarter Sessions Court has wide jurisdiction in cases of crimes, offenses against the penal law, family problems and the oversight of children, whether they are in need of the State's protection as delinquent children or as incorrigible, neglected or dependent children. Under the common law and under the penal code of 1860, with its amendments and supplements, the Quarter Sessions Court has jurisdiction over crimes and misdemeanors; under the poor law and the Acts of 1867 and 1895, with their amendments and supplements, it adjudicates questions of non-support and desertion of wives, family, children and incapacitated parents; under the laws concerning children and under the Act of 1903, with its amendments and supplements, it deals with children except where questions of adoption are involved, which must come before the Or-

phans' Court; and, finally, under the Act of 1860 and its modifications, the Quarter Sessions Court has jurisdiction in proceedings concerning illegitimacy.

Procedure

The regular procedure in the different types of cases is outlined below:

(1) *Criminal Procedure.* The steps in criminal procedure after an arrest for a crime or misdemeanor consist of a preliminary hearing before a magistrate, justice of the peace or alderman. Unless convicted summarily in cases of petty offenses, offenders held for Quarter Sessions Court are either released on bond or detained in jail until the time for hearing in criminal court arrives. Offenders are not brought to trial in criminal court unless a *prima facie* case is made out and the grand jury finds a true bill. The trial, except in cases of petty offenses, is a jury trial. If the jury convicts, the judge has it within his discretion to send the convicted individual to one of the State prisons, to a reformatory, or to the county penal institution, depending on the nature of the offense and the statutory provision made for punishment. He may also fine, assess costs, suspend sentence and substitute probation for custodial care, or he may release on parole after a period of custodial care. He may also release an individual on probation or parole to pay costs or fine in installments to a probation officer.

(2) *Juvenile Procedure.* When children arrested for offenses are brought before a justice of the peace, alderman or magistrate, these officials have no authority over them except to dismiss or hold for juvenile court. Children's cases in Luzerne County are heard in open court, but apart from the regular cases. There is no jury trial and no indictment by grand jury. The judge makes a decision unaided, except by the report of a probation officer. A child is not considered a criminal and therefore is not convicted of a crime. He is simply adjudged delinquent. The judge may send the child to an institution for children, release him on probation, fine the parents, or release on parole after a period of institutional treatment.

The judges who hear juvenile cases, in addition to their authority over delinquent children, also have authority over dependent children, incorrigible children and neglected children. These children, as well as those who are accused of delinquency, may be brought into court on petition of a parent, next friend, or a citizen. Even in the case of a delinquent, the petition may be made directly to the juvenile division of the court and a proceeding before a magistrate is not necessary.

Probation officers may supervise children brought to court in all classes whether they are dependent, neglected, incorrigible or delinquent. They also make investigations for court in all these types of cases prior to hearing, whenever required to do so by the judge.

(3) *Non-support Procedure.* Non-support proceedings are begun by filing an information in the justice of the peace or alderman's court, after which the "squires" bind the defendant over for the County Court (Quarter Sessions). Hearings in cases of family non-support, whether of wives, children or aged parents, are conducted by the Quarter Sessions Court without a grand jury indictmen, and are heard without a petit jury. The orders made for support in these cases are collected with the aid of desertion probation officers. The judges hearing these cases have wide powers to modify sentence and may change the order from time to time or punish violators of the order of the court if they fail to obey the conditions of their probation.

(4) *Fornication and Bastardy Procedure.* For this procedure, which is a regular criminal procedure to determine the paternity of an illegitimate child, a grand jury indictment is required, and a jury trial is necessary. The defendant, however, may waive his right to such a proceeding. If he does so, an order is made by the judge without these formalities. A fine may be imposed, a support order for the child be made, and an order for lying-in expenses of the mother, and funeral expenses of the child, if it dies, be granted after conviction or an acknowledgment of paternity to the court.

The Judges and the Quarter Sessions Court

The judges of the Common Pleas are: Hon. William S. McLean, Jr., President Judge; Hon. Benjamin R. Jones, Hon. Clarence D. Coughlin, Hon. John S. Fine and Hon. W. Alfred Valentine. These judges also try cases listed in the Quarter Sessions and Oyer and Terminer Courts, and make commitments and orders in the juvenile session. The cases of adult offenders, and of wives and others suing for support, are heard by these judges. Hon. E. Foster Heller is the judge especially in charge of the Orphans' Court.

There are five sessions of the Court of Quarter Sessions and four sessions of the Court of Oyer and Terminer held each year, in February, April, June, September and November. Children's cases are not listed for stated sessions, but are heard every Saturday morning in open court. Judge Henry A. Fuller, President Judge of Luzerne County until this year, and now on the retired list, has been assigned to juvenile cases, although he makes no commitment or orders since he has not the legal authority to do so. Whenever it is necessary to make an order or a commitment, he calls on one of the other judges. The non-support cases are also usually heard once a week. Judge John S. Fine has at present taken over the hearing of all non-support and desertion cases. These cases therefore, are separated from the criminal cases which are dealt with by the judges who sit in turn in this court.

V. Probation Officers

Laws Concerning Appointment

The probation officers are appointed, according to the statutes, by the judges sitting in Quarter Sessions Court, to serve in connection with individuals coming before the court who may be placed on probation or paroled from the county jail by the judges. These probation officers deal with adult offenders in criminal, non-support and desertion cases ,and with children brought before the juvenile session on charges of delinquency and incorrigibility, or for dependency and neglect. The lower courts, whether magistrates' or aldermen's courts, have no power to appoint probation officers, either for the purpose of making investigations or to supervise individuals, since they do not have the authority to use probation. The judges of the Quarter Sessions Court have authority to appoint probation officers for children under the Act of 1903 [1] with its supple-

[1] Act of April 23, 1903, P. L. 274.

ments, and to appoint probation officers for adults under the probation and parole Acts of 1909 and 1911 [2] with their supplements. Under these last two Acts, probation officers for adults may act as parole officers for adults. The judge may also, under the Act of 1913 [3] appoint desertion probation officers to collect support orders and otherwise to supervise probationers in non-support and desertion proceedings. Their functions have been subsequently extended to include the collection of support orders made for children in juvenile proceedings and in illegitimacy proceedings.

According to Pennsylvania law, the man or woman to be appointed as a probation officer must be "a discreet person of respectable character." There are no other requirements and no civil service examination is provided for appointment. The law also stipulates that women probationers must be supervised by women and men probationers must be supervised by men. The maximum salary for juvenile probation officers, according to the Act of July 10, 1919, P. L. 885, is fixed by statute at $1,800 per annum. There is no maximum for adult or desertion probation officers.

Duties

The work of the probation officers appointed by the Luzerne County Court consists of: (1) making social investigations for the court; (2) making money collections from probationers and collecting support orders for the court; and (3) following up and giving social treatment to men, women and children on probation or parole. Social treatment should consist of: (a) making individual adjustments that will enable offenders to take their places in normal family and social life; (b) co-ordinating the resources of the community, social, medical, psychological, recreational, employment, so that the proper adjustment of offending individuals may be made. The social treatment of adults or children under supervision on probation should not differ essentially from the supervision of adults or children on parole.

Staff Organization, Salaries, etc.

The probation work of Luzerne County is in charge of three paid probation officers, one man and two women, appointed by the judges of the court and supervised by them. The man probation officer, Mr. Robert Roberts, is the senior probation officer. He does the probation and parole work with adults, supervise the collection of fines, costs and support orders in non-support and fornication and bastardy cases, and the work with boys in juvenile cases. Miss Clara Roberts is appointed as probation officer, but her chief work is to keep the accounts in cases where support orders are made for wives and families, and for children in institutions, and in cases where fines are imposed for payment through the probation department. Mrs. Agnes A. Harding's work is largely with women and girls and to some extent with families having domestic difficulties. Most of the work of these probation officers is that of making investigations requested by the judges in children's and non-support cases and collecting money in adult, non-support and children's cases. Each of the probation officers receives a salary of $1,800 a year.

2 Act of May 10, 1909, P. L. 495; June 19, 1911, P. L. 1055; June 19, 1911, P. L. 1059.

3 Act of June 12, 1913, P. L. 502.

Volunteer Probation Officers

In addition to the paid probation officers, there are a number of volunteer officers. The secretaries of the United Charities at Pittston, Hazleton and Nanticoke are appointed probation officers by the court. One of the staff members of the United Charities at Pittston also has been appointed probation officer. These are all women and they are appointed as volunteer officers, serving without pay. The county makes an annual grant to these organizations and in partial return for this grant they assist the court, either by giving aid to the paid probation officers or by supervising individuals on probation. These individuals are mostly children. They also refer children and domestic cases to the court and the court usually calls upon these agencies to supervise the individuals whom they have referred, whenever the judge decides to place them on probation. These volunteer probation officers make no reports to the court. Contact in some cases is maintained with them through the regular salaried probation staff of the court. This is particularly true of Pittston and Nanticoke. There is little contact with Hazleton.

Training and Experience of Probation Officers

Mr. Roberts has been probation officer since the establishment of the probation system in the county. Before entering probation work he was an agent for the United Charities; he dealt with children and with cases of cruelty to animals. Prior to this Mr. Roberts was employed for many years in industrial work. Miss Roberts' experience has been clerical. Mrs. Harding, before coming to the court, was secretary of the United Charities at Pittston.

The volunteer probation officers are not appointed because of their qualifications to deal with probation cases, but because they are secretaries or staff members of the agencies subsidized by the county.

Administration of Probation Work

Mr. Roberts is the senior probation officer, but does not administer the work of the probation department except as to collection of moneys. All probation officers attend court, receive cases given them by the judges, and report to them. Otherwise there is no supervision of their work. This is true of all types of cases: children's, adult criminal cases, and desertion and non-support cases.

The administration of probation work with children is described in detail on page 56; work with family relations, page 63, and with adult offenders, page 73.

Probation Records and Reports

The probation department does not keep any social case records or index cards of cases. Records consist entirely of register or docket entries. No written reports of the probation work, either monthly or annual, are presented to the court by the probation officers.

Detailed descriptions of the types of records and dockets used will be found in the sections dealing with children on page 28; family relations on page 66, and adult offenders on page 73.

VI. Public and Private Social Agencies

Luzerne County has many social case working agencies which could be of service to the police, the courts and the managers of the correctional agencies and institutions. These social agencies, both public and private, deal with individuals and have information on their records concerning individuals who have also been brought before the courts, committed to institutions or are known to the police. This information can be used by probation officers and other officials in investigations made by them to assist the authorities in their decisions . These public and private social agencies can also offer services to the courts and to correctional and penal officials in their efforts to deal with or to treat children, families and adult offenders. They may thus be enlisted as cooperators in the work of rehabilitation.

Luzerne County has 83 public and private agencies, which offer such resources for the social investigation or treatment of children, families and adults in need either of readjustment or of correctional control. The judges, probation officers, police and penal officials of this State have found that it is to their advantage to be informed concerning these agencies and to be familiar with the type of cooperative service which each of them is in position to offer to the authorities.

VII. Social Resources of Luzerne County

Official Agencies

The official agencies of the county which cooperate with the Court of Quarter Sessions, its judges and probation officers, for the treatment of crime and delinquency in Luzerne County are the county courts and the court officials, the district attorney's office, the sheriff's office, the county detective's office, the township, borough and state police, the justices of the peace, aldermen, the constables, the officials of the county prison where persons are detained to await trial or are committed to serve a term of imprisonment, the State and local Departments of Health, the State nurse [1] (in the treatment of venereal disease) and the Mental Health Clinic, etc. The official agencies which cooperate with the court in the treatment of family and children's problems are: the county commissioners, the poor boards of the townships, boroughs and mixed districts, the school authorities, the health authorities, the Mental Health Clinic, and the Luzerne Couny Industrial School for Boys at Kis-Lyn, etc.

The Poor Relief System of the County

The poor districts and the poor boards are important factors in the public social work of the county. In addition to their relief work, they pay for the care of children committed by the courts.

[1] In cooperation with Social Hygiene Society.

The poor districts of the county do not all follow the county line and some of them extend into neighboring counties. The New Englanders who made the first settlement in the county brought with them the New England town and developed a township system of poor relief administration.

Originally all of the poor districts in Luzerne County were single township districts. Financial considerations involved in the upkeep of almshouses, and the fact that some who required relief lived in one township and worked in another caused the adoption of a new system. Community of interests in the coal areas was another factor. As a result some of the townships consolidated their efforts under a common board of directors and erected a common almshouse. In this manner three such consolidated districts were organized.

The Central Poor District, organized in 1861, extends from West Wyoming, near Pittston, to Newport, below Nanticoke, and includes the City of Wilkes-Barre, eighteen boroughs and six townships in the river valley. It has its headquarters at Wilkes-Barre and has a home and hospital at Retreat, below Nanticoke.

The Pittston-Jenkins Poor District, organized in 1857, covers the upper eastern part of the Wyoming Valley, adjoining the Central Poor District, and includes Pittston City, six boroughs and two townships in Luzerne County. It also extends into Lackawanna County. It has its headquarters at Pittston and has a home and hospital at Ransom, Lackawanna County. Before the separation of Lackawanna from Luzerne County this district was entirely in Luzerne County.

The Central Poor District and the Jenkins-Pittston Poor District are in the northern coal field.

The Middle Coal Field Poor District, organized in 1861, covers two townships on the southern boundary of Luzerne County. It also includes the City of Hazleton and three boroughs. It extends into the northern part of Carbon County. The southern section of Luzerne County and the northern section of Carbon County have a community of interests, because they contain the anthracite coal towns of the Middle Coal Field, and have little in common with the adjacent agricultural section of those two counties. This Poor District has its headquarters at Hazleton and a home and hospital at Lowryville, near Weatherly, in Carbon County.

The rest of Luzerne County consists of single township and borough districts. There are 24 township-districts and 9 small borough-districts.

The poor boards of Luzerne County collect their own taxes and administer their own relief.

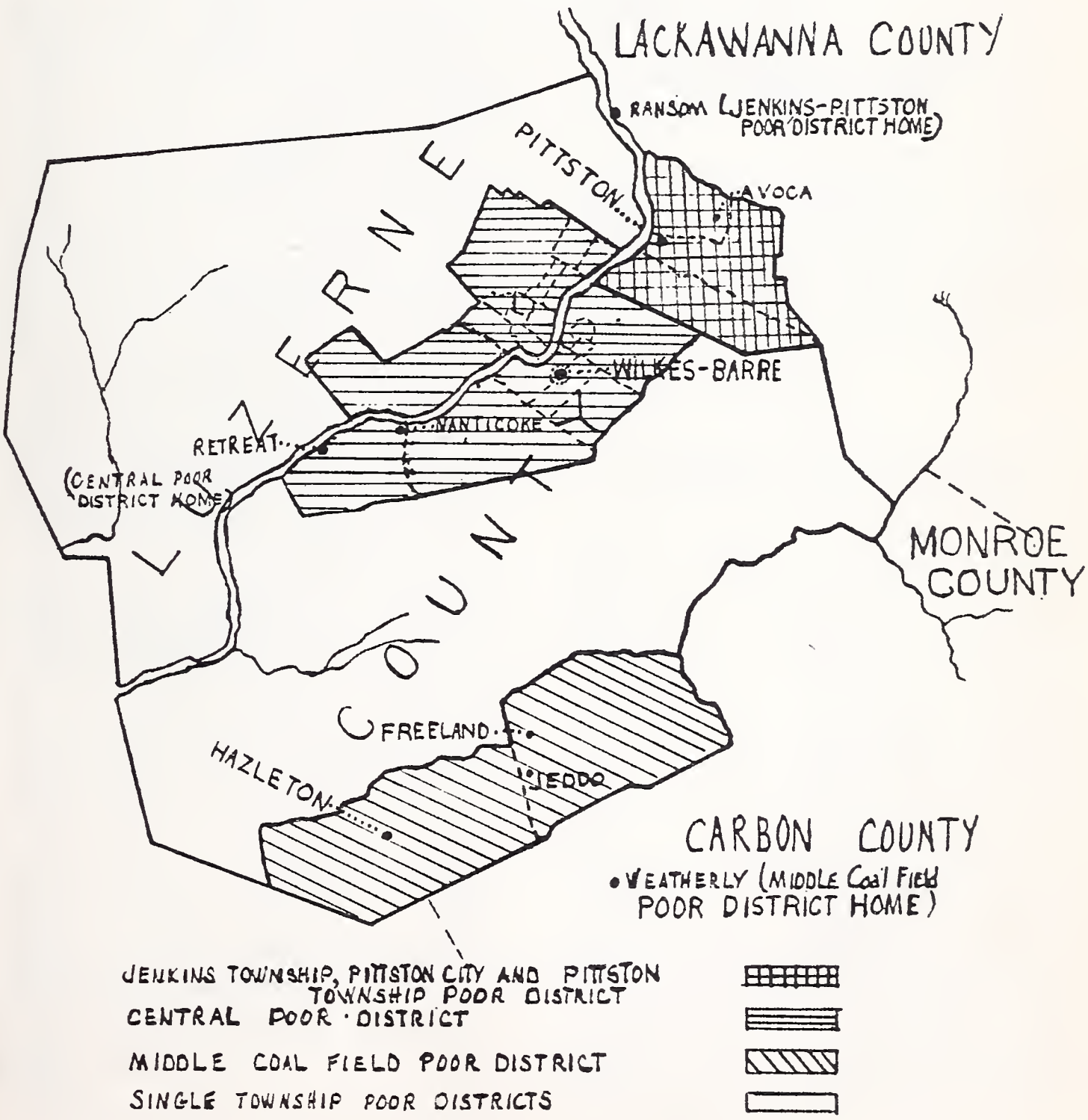
The boards of the wealthy consolidated districts raise large sums of money and administer large, institutional and outdoor relief budgets. They pay private and public agencies and institutions for the care of the dependent children, sick, insane and disabled for whom they are responsible. The Central Poor Board makes grants of money to charitable and health agencies taking care of poor board charges.

The consolidated or mixed district poor boards have paid boards of directors and secretaries, but do not employ trained social workers. The Central Poor Board has investigators. Each of these districts has its own almshouse and hospital for mental cases, and also takes care of the chronically ill in its home. The policy of these boards is largely one of medical aid, outdoor relief, institu-

tional care and hospitalization. The single township and borough boards are without institutional resources and pay for the use of the resources of the consolidated districts near them or of private and public agencies.

The three mixed poor districts have a direct connection with the Quarter Sessions Courts; the directors of the Central Poor District are appointed by the Luzerne County Court *in banc;* the directors of the Jenkins-Pittston Poor District are appointed by the President Judge of the Luzerne County Court; and the directors of the Middle Coal Field Poor District are appointed by the President Judge of the Court of Carbon County. (See Map below.)

Map Showing Consolidated Poor Districts
1927



POPULATION FIGURES OF POOR DISTRICTS

JENKINS TOWNSHIP, PITTSTON CITY AND PITTSTON TOWNSHIP POOR DISTRICT

Avoca Borough	4,950
Dupont Borough	4,576
Duryea Borough	7,776
Hughestown Borough	2,244
Jenkins Township	5,722
Laflin Borough	473
Pittston City	18,497
Pittston Township	3,581
Yatesville Borough	709
	48,528

MIDDLE COAL FIELD DISTRICT

Township of Foster	5,530
Borough of Freeland	6,666
Township of Hazle	10,932
Borough of Jeddo	364
Borough of West Hazleton	5,854
City of Hazleton	32,277
	61,623

CENTRAL POOR DISTRICT

Ashley Borough	6,520
Courtdale Borough	600
Edwardsville Borough	9,027
Forty Fort Borough	3,389
Hanover Township	11,139
Kingston Borough	8,952
Kingston Township	1,467
Larksville Borough	9,438
Laurel Run Borough	774
Luzerne Borough	5,998
Miners Mills Borough	4,365
Nanticoke Borough	22,614
Newport Township	10,992
Parsons Borough	5,628
Plains Township	13,986
Plymouth Borough	16,500
Plymouth Township	3,558
Pringle Borough	1,960
Sugar Notch Borough	2,612
Swoyerville Borough	6,876
Warrior Run Borough	1,387
West Wyoming Borough	1,938
Wilkes-Barre City	73,833
Wilkes-Barre Township	6,608
Wyoming Borough	3,582
	233,743

SINGLE TOWNSHIP POOR DISTRICTS

Conyngham Borough	385
Conyngham Township	2,540
Dallas Borough	581
Dallas Township	971
Dennison Township	706
Dorrance Township	670
Exeter Borough	4,176
Exeter Township	513
Fairmount Township	728
Fairview Township	805
Hollenback Township	487
Hunlock Township	871
Franklin Township	427
Huntington Township	1,234
Jackson Township	642
Lake Township	1,080
Lehman Township	995
Nescopeck Township	1,639
Nescopeck Borough	1,638
New Columbus Borough	136
Nuangola Borough	87
Ross Township	911
Salem Township	1,841
Shickshinny Borough	2,289
Slocum Township	511
Sugarloaf Township	1,256
Union Township	784
West Pittston Borough	6,968
White Haven Borough	1,402
Wright Township	475
	37,748

Work of Social and Health Agencies of County

The social and health agencies and institutions of the county cover a wide range dealing with families, material aid, children, health, community work, institutions for children and adults, shelter, service for transients and public schools. Some are conducted under public auspices by the county, State or the poor districts; some are privately managed or controlled. A number of the private institutions and agencies receive financial grants from the State, county or the poor districts.

Many of the private organizations which center their work in that part of the Wyoming Valley which includes Wilkes-Barre and its environs, raise their funds through the Community Welfare Federation of Wyoming Valley, of which they are member agencies. [1] However, there are organizations in Wilkes-Barre and surrounding territory that are not in the Federation. Organizations in other parts of the county raise money through their own efforts. Organized social agencies in this territory that are not members of the Welfare Federation have endowment funds to finance themselves or receive enough public aid so that they do not need money from private sources.

The work of the social organizations can be best analyzed when they are arranged into four general geographical groups: (1) Wilkes-Barre and its environs, (2) Nanticoke and its environs, (3) Pittston and its environs, and (4) Hazleton and its environs.

The organizations in the Wilkes-Barre and Nanticoke sections cover the same general field as does the Central Poor District. Those agencies operating in the Pittston section roughly cover the same field in Luzerne County as does the Pittston-Jenkins Poor District; and those which center their work in Hazleton almost cover the same area in the county as does the Middle Coal Field District.

The following lists classify the work of the public and private social agencies and institutions of the county. Member agencies of the Federation are marked (W); public agencies are marked (PU); private or non-federation agencies are marked (O). Those receiving grants from the county, State or the Central Poor District are so indicated.

(1) WILKES-BARRE AND ITS ENVIRONS

Community Organization and Exchange of Service (W)

The Community Welfare Federation raises funds for the private agencies regardless of sectarian line and correlates the work of the agencies.

Social Service Exchange (W)

The Community Welfare Federation operates a Social Service Exchange, which is a central clearing house of individuals coming to the attention of social agencies in Wilkes-Barre and the adjacent Wyoming Valley section.

Families

United Charities and Luzerne County Humane Association, Wilkes-Barre (W)—(Receives county grant)—Family welfare, child welfare, relief, care and protection of dumb animals.

Luzerne County Catholic Bureau, Wilkes-Barre (O)—Relief work with families and children.

St. Vincent de Paul Society, Wilkes-Barre (O)—Relief work with families.

Central Poor Board, Wilkes-Barre (PU)—(Levies poor tax)—Maintenance of dependent or neglected children of the families under the care of the Poor Board, either by support in their own homes, in institutions or by placing out.

Mothers' Assistance Fund, Wilkes-Barre (PU)—(Receives State and county grants)—Case work with widows and their children.

[1] St. Stanislaus' Orphanage, in Nanticoke, outside the Federation territory, is also a member agency of the Federation.

Polish Women's Alliance, Wilkes-Barre (O)—Polish family and child welfare work.

Sisterhood of Congregation B'nai Brith, Wilkes-Barre (O)—Jewish family welfare work.

Material Aid

Central Poor Board, Wilkes-Barre (PU)—(Levies poor tax)—Outdoor relief to families and maintenance of dependent or neglected children of the families under the care of the Poor Board, either by support in their own homes, in institutions or by placing out.

Luzerne County Catholic Bureau, Wilkes-Barre (O)—Relief work with families and children.

Mothers' Assistance Fund of Luzerne County, Wilkes-Barre (PU)—(Receives State and county grants)—Case work with widows and their children.

Plymouth Salvation Army, Plymouth (W)—Relief work and shelter for the homeless or transients.

Plymouth Tuberculosis Society, Plymouth (O).

St. Vincent de Paul Society, Wilkes-Barre (O)—Relief work with families.

United Charities, Wilkes-Barre (W)—(Receives county grant).

Wilkes-Barre Salvation Army, Wilkes-Barre (W)—Relief work and shelter for the homeless or transients.

Wyoming Valley Tuberculosis Society, Wilkes-Barre (W)—Makes investigations and follows up sanatorium patients. Milk distributed to tuberculous patients. Nutrition clinics.

Aid to Service and ex-Service Men and Families

American Red Cross, Wyoming Valley Chapter, Wilkes-Barre (W)—Aid to service and ex-service men and their families.
American Legion, Wilkes-Barre (O)—Aid to ex-service men.

American Legion Poppy Day Fund, Wilkes-Barre (O)—Created by the sale of poppies one day a year for the purpose of aiding ex-service men.

Disabled American Veterans of the World War, Wilkes-Barre (O)—Assists in cases involving compensation for veterans and widows of veterans, training and burial expense claims.

Aid for Disability Due to Industrial Employment

State Workmen's Compensation Bureau, Wilkes-Barre (PU).

Children

Crippled Children's Association, Wilkes-Barre (W)—(Receives county grant)—Conducts clinics.

Kindergarten Federation of Wyoming Valley, Wilkes-Barre (W)—Pre-school instructions, classes for children 4 to 6 years of age; Edwardsville, Swoyerville, Georgetown and Brookside.

United Charities, Wilkes-Barre (W).

Children's Home (Home for Friendless), Wilkes-Barre (O)—Boys and girls between 2 and 10 years.

Luzerne County Catholic Bureau, Wilkes-Barre (O)—Relief work with families and children.

Central Poor Board, Wilkes-Barre (PU)—(See statement under Families).

Wyoming Valley Tuberculosis Society, Wilkes-Barre (W)—Milk distributed to tuberculous patients; nutrition clinics.

Luzerne County Child Health Council, Wilkes-Barre (O)—(Four tuberculosis societies cooperate in its management: Wyoming Valley Tuberculosis Society, Plymouth, Upper Luzerne and Hazleton).

Polish Women's Alliance, Wilkes-Barre (O)—Polish family and child welfare work.

Health

Field Agencies

Association for the Blind, Wilkes-Barre (W)—(Receives county grant)—Aims to prevent blindness and to assist the blind through education, rehabilitation and recreation.

Wilkes-Barre Visiting Nurse Association, Wilkes-Barre (W)—(Receives Central Poor District grant)—Public health nursing.

West Side Visiting Nurse Association, West Side (W)—(Receives Central Poor District grant)—Public health nursing.

Wyoming Valley Tuberculosis Society, Wilkes-Barre (W).

Luzerne Tuberculosis Society, Luzerne (O).

Plymouth Tuberculosis Society, Plymouth (O).

Tuberculosis and Pre-natal Clinics of the State Dispensary, Wilkes-Barre (PU)—Public health nursing.

Social Hygiene Society, Wilkes-Barre (W)—Prophylactic social work for individuals having venereal disease. Works in affiliaton with State Department of Health. Operates medical ward in county prison. Instructs girls quarantined at county prison in hygiene and domestic arts.

Red Cross, Wilkes-Barre (W)—Teaches hygiene to families of ex-service men.

Wilks-Barre City Physician (PU)—Free medical advice.

School Nurses, Wyoming Valley Towns (PU)—Health inspection and hygiene in public schools.

Hospitals

Wyoming Valley Homeopathic Hospital, Wilkes-Barre (W)—(Receive State and Central Poor District grant).

Mercy Hospital, Wilkes-Barre (W)—(Receives State and Central Poor District grant).

Wilkes-Barre General Hospital (W PU)—(Receives Central Poor District grant).

Nesbitt West Side Hospital, West Side (O).

Emergency and Contagious Disease Hospital, Wilkes-Barre (PU).

Women's Medical Ward in the County Jail, Wilkes-Barre (PU)—Treatment of venereal disease in charge of a State nurse and Social Hygine Society.

Central Poor District Home and Hospital for Chronic Diseases at Retreat (PU)—(Supported by Poor Board tax levy).

Sanatoria

White Haven Sanatorium, White Haven, Pa. (O)—A private institution used by the entire State.

Summer Camp at Drums, Pa. (W)—For undernourished children. (See statement under children's group.)

Clinics

Mercy Hospital, Wilkes-Barre (W)—(Receives State and Central Poor District grant).

Crippled Children's Association, Wilkes-Barre (W)—(Receives county grant)—Conducts clinics for crippled children.

Wilkes-Barre General Hospital, Wilkes-Barre (W)—(Receives Central Poor District grant).

Wilkes-Barre Visiting Nurse Association, Wilkes-Barre (W)—(Receives Central Poor District grant).

West Side Visiting Nurse Association, Kingston (W)—(Receives Central Poor District grant).

Mental Health Clinic, Wilkes-Barre (W PU)—Established by the State Bureau of Mental Health and now conducted under local auspices; receives advisory service of physician from Danville State Hospital bimonthly.

Tuberculosis, Nutrition and Pre-Natal Clinics of the State Dispensary, Wilkes-Barre (PU)—Operated by State Department of Health.

General Medical Clinic of the State Dispensary, Wilkes-Barre (PU); Genito-Urinary Clinic of the State Dispensary, Wilkes-Barre (PU)—Operated by State Department of Health.

Nutrition Clinics, Wyoming Valley (W)—Tuberculosis Society.

Baby Clinic, Georgetown Settlement (W).

Community Work and Recreation

Boy Scouts of America, Wilkes-Barre and Wyoming Valley (W); Girl Scouts of America, Wilkes-Barre (W)—Character building and citizenship training through recreation, education, camping and woodcraft.

Midvale Settlement, Plains Township (O)—Clubs, library, playground.

Dupont Settlement, Dupont, Pa. (O)—Clubs, classes.

Georgetown Settlement, Wilkes-Barre Township (W)—Clubs, classes for boys and girls, playground, baby clinic.

West Side Settlement, Luzerne (W)—Clubs, classes for boys and girls and gymnasium.

Wyoming Valley Playground and Recreation Association, Wilkes-Barre (O).

Young Men's Christian Association, Wilkes-Barre (W)—Religious, social, educational, athletic activities, summer camp.

Young Men's Christian Association, South Side (W)—Religious, social, educational, athletic activities for young colored men.

Young Men's Hebrew Association, Wilkes-Barre (W)—Religious, social, educational, athletic activities, summer camp.

Young Women's Christian Association, Wilkes-Barre (W)—Religious, social, educational, athletic activities, summer camp.

Salvation Army, Wilkes-Barre (W)—Industrial home, community and religious work.

Luzerne County Agricultural and Home Economics Extension Association of State College, Centre County (PU)—Club work with girls and health educational work.

Institutions for Children and Adults

Children

Home for the Friendless, Wilkes-Barre (O).

Luzerne County Industrial School, Kis-Lyn (PU)—A school for boys serving the entire county and neighboring counties.

Adults

Home for Friendless Women, Wilkes-Barre (O)—Capacity 43.

James Sutton Home for Aged and Infirm Men, Wilkes-Barre (O)—Capacity 10.

Central Poor District Home and Hospital for Chronic Diseases. Headquarters at Wilkes-Barre, Home and hospital at Retreat, below Nanticoke (PU)—(Supported for indigents out of poor tax.)

Florence Crittendon Shelter, Wilkes-Barre (W)—(Receives State grant).

Salvation Army, Wilkes-Barre (W)—Industrial Home.

Shelter

Salvation Army, Wilkes-Barre (W)—Industrial home, shelter for homeless or transients, religious meetings, material aid.

Florence Crittendon Shelter, Wilkes-Barre (W)—(Rceives State grant)—Maternity home for unmarried mothers and their children. Training during their stay and follow-up work after they leave the home.

Service for Transients

Council of Jewish Women, Wilkes-Barre (O).

Salvation Army, Wilkes-Barre (W).

Travelers' Aid, Wilkes-Barre (W).

Young Women's Christian Association, Wilkes-Barre (W).

Florence Crittendon Shelter, Wilkes-Barre (W)—(Receives State grant).

Public Schools

Special class for defective children, Wilkes-Barre (PU)—Speech.

(2) NANTICOKE AND ITS ENVIRONS

Visiting Nurse and Charities Association, Nanticoke (O)—(Receives county and Poor District grants)—Family welfare work, material aid, public health nursing.

St. Stanislaus' Orphanage, Nanticoke (W)—(Receives State grant)—Roman Catholic Home for Polish children.

Nanticoke State Hospital, Nanticoke (PU)—Preference given to injured miners in the region. Operated by the State of Pennsylvania.

(3) PITTSTON AND ITS ENVIRONS

Pittston Hospital, Pittston (O)—(Receives State grant).

United Charities, Pittston (O)—(Receives county grant)—Family welfare work, material aid.

Visiting Nurse Association, Pittston (O)—Public health nursing.

Jenkins-Pittston Poor District, Pittston (PU)—(Resources from tax levy)—Home and hospital at Ransom, Lackawanna County; supports dependent families and children.

Young Men's Christian Association, Pittston (O)—Religious, social, educational, athletic activities.

Red Cross, Pittston (O)—Aid to ex-service men and their families.

(4) HAZLETON AND ITS ENVIRONS

Crippled Children Association, Hazleton (O)—(Receives county grant)—Conducts clinics.

Hazleton State Hospital, Hazleton (PU)—Preference given to injured miners in the region. Operated by the State of Pennsylvania.

Hazleton Tuberculosis Society, Hazleton (O).

Mental Health Clinic, City Hall, Hazleton (PU)—Operated by Danville State Hospital and State Bureau of Mental Health.

Middle Coal Field Poor District, Hazleton (O)—Home and hospital at Lowryville, near Weatherly, Carbon County.

Luzerne County Industrial School for Boys, Kis-Lyn (PU)—Serves entire county and neighboring counties. Operated by county.

Red Cross, Hazleton (O)—Aid to ex-service men and their families.

State Genito-Urinary Clinic, Hazleton (PU)—Operated by State Department of Health.

United Charities, Hazleton (O)—(Receives county grant)—Family welfare work and material aid.

United Charities Home, West Hazleton (O) (Receives State grant—Shelter for boys, girls and women.

Young Men's Christian Association, Hazleton (O)—Religious, social, educational, athletic activities.

Young Women's Christian Association, Hazleton (O)—Religious, social, educational, athletic activities.

PART TWO

Method of Case Study and Social Treatment

The findings of the survey are based upon a study of cases and are deduced from an analysis of the treatment of children, men and women in domestic troubles, and of adult offenders, as individuals.

First, a statistical survey was made from public records for the year 1927, of child offenders, of children in need of protection, of men and women involved in non-support and desertion difficulties, and of adults in conflict with the criminal law.

Second, an analysis was made of the methods of treatment employed for the solution of these problems by the courts, the police, the authorized medical authorities, the correctional and penal officials, and the agencies subsidized out of public funds for the care and oversight of children and families.

The stress in the statistical survey and in the analysis of treatment has been placed upon the work of the Court of Quarter Sessions and its officers. The activities of the other public agencies: the police, the medical, penal and correctional groups, and those of the poor authorities and the private agencies, were examined only as their efforts have touched upon the work of the court, which represents the central and final authority in Luzerne County in all matters concerning the welfare of delinquent, incorrigible, neglected and dependent children, and the handling of adult offenders.

I. How Statistical Analysis of Cases Was Made

A statistical case analysis was made of all children before the juvenile session of the Quarter Sessions Court, and of all men in court for non-support, desertion, or some other family difficulty in the year 1927; data were also compiled for the same year concerning adults accused of crime and whose cases were heard in criminal court. The reasons for which children were brought to court, the different kinds of domestic difficulties adjudicated, and the various charges for which adults were tried were noted and compared with the dispositions made by the judges in the total cases listed.

Two special statistical studies were made, one covering the police handling of children in Wilkes-Barre and the handling of children referred to the United Charities Home at Hazleton by the police and other authorities. Data were also obtained from the county jail officials as to the number of children and adults temporarily detained and of adults in custody during the year. The Luzerne County Industrial School for Boys supplied information as to boys under care; the State Genito-Urinary Clinic and the State Mental Health Clinic gave information as to mental examinations made in delinquency and in protective cases.

Information of a more general nature, because figures were lacking, was gathered concerning the detention of children in lock-ups and those in the care of private agencies pending hearing; private agencies subsidized by the county gave data covering the correlation of their work with the court's work and supplied facts as to cases handled.

Records and dockets of public agencies and institutions, reports and case records of private agencies and institutions were used as follows:

(*a*) *Court Records and Dockets.* The statistical survey has been mainly made from the various dockets and records which the court and its officers have kept; the criminal dockets, the juvenile dockets, the dockets of non-support and desertion cases.

The records of children's cases in the court were found in the loose-leaf docket kept by the secretary to the judge sitting in the juvenile court. In these dockets the cases are entered according to whether the child is delinquent, incorrigible, dependent, neglected. The child's residence and the names of parents are given. A disposition is entered for each hearing. All information recorded in the dockets was taken off and tabulated.

The court records for non-support and desertion cases were found in the criminal dockets (Quarter Sessions dockets) and in the dockets of the District Attorney. The amount of each support order and the disposition are recorded in these dockets. All information entered in these dockets was taken off and tabulated. The records of payments are kept by the probation officer assigned to this work; she supplied financial statements for the years 1925, 1926, 1927.

The court records for adult criminal cases were found in the Commonwealth dockets, Quarter Sessions docket, Oyer and Terminer docket, and in the District Attorney's docket. These dockets give the name of the defendant, the charge, the court disposition, commitment and term of sentence, probation, amount of fine or costs, and any later action, such as parole or discharge as insolvent from jail. Time did not permit a complete analysis of these various entries and notations, therefore, information was not taken from the dockets directly, but the court clerk's reports to the State Department of Welfare were utilized as a basis for the study. In addition, information has been supplied by the Pennsylvania Crime Commission concerning probation of offenders who committed serious crimes.

(*b*) *Police Records* (Wilkes-Barre). The police records of the police clerk in Wilkes-Barre list all children arrested, giving offense or reason for holding child, address, and whether the child was referred to juvenile court. All information recorded in 1927 was taken off and tabulated.

(*c*) *United Charities Records* (Hazleton). The records of the United Charities Home at Hazleton gives detailed information as to children brought to the home by the police and others, for temporary care or detention pending action by the local authorities or transfer to the juvenile court. The records give the names of children, by whom they were brought in, the length of detention, and the reason for release. All information concerning children under care in the year 1927 was taken off and tabulated wherever the information concerned children in conflict with authority or in need of protection.

(*d*) *Jail Records.* The warden and jail authorities supplied reports giving facts for the year 1927 as to the number of individuals in custody, offense, turnover for the year, age groups, racial groups, etc. In addition, information was given as to children in jail: boys under sixteen detained in the men's section and girls under sixteen detained in the women's medical ward. Information was not compiled from the records directly, but supplied through reports or in writing by the warden's staff; these reports were checked up with the juvenile court records of boys and girls, and data concerning girls obtained from the State Genito-Urinary Dispensary.

(*e*) *Luzerne County Industrial School for Boys Reports.* The superintendent of the school supplied a typewritten report. Data from the juvenile court dockets have been checked up with this report.

(*f*) *State Genito-Urinary Dispensary Records and Reports.* Records of girls and women are kept, together with the diagnosis made in the clinic or in the medical ward of the jail; these give medical data regarding gonorrhea, syphilis, etc., and the length of stay in the jail medical ward for treatment. Records were examined and data were checked up with the jail and juvenile court records as to the detention and treatment of girls below the age of sixteen; the data compiled also show the cooperation between the court and the State Genito-Urinary Dispensary, and the Social Hygiene Society in all cases.

(*g*) *Mental Health Clinic Records.* The clinic keeps records of mental examinations, with dates of examination, diagnosis and some social data. The records of the Mental Health Clinic in Wilkes-Barre were studied; written reports were obtained from the Mental Health Clinic at Hazleton. Details of diagnosis were obtained from these records, principally in juvenile court cases. The information was tabulated to obtain a picture of the use of the clinic by the court.

(*h*) *Private Agency Records and Reports and the Social Service Exchange.* Statistical data as to cooperation between the private agencies and the courts were not obtainable either from individual private agencies or from the courts. However, Social Service Exchanges in Wilkes-Barre and Hazleton were able to give information as to whether individuals in juvenile and non-support cases, living in this territory, were also known to the private social agencies. There is no Social Service Exchange in either Pittston or Nanticoke and the files of the private agencies in these towns gave no statistical material of value, but they showed which of the juvenile and non-support or desertion cases were also dealt with by local private agencies.

II. How Examination of Treatment Was Made

An examination was made of the methods of treatment used, whether it was the preventive, protective, probationary, correctional, penal or parole treatment given by one of the official governmental agencies or the social treatment given by a public or private agency. The work of the police in connection with protective work for children, their function in the handling of children prior to court action, and their methods of dealing with the problems of adults, men and women offenders, were examined.

A survey of the work of the probation officers was undertaken, including the investigations made by them for the court, the character of the supervision they gave the children and adults on probation or parole, their function in the care of children before and after disposition, the collection of support orders, fines, etc. The character of the custodial care in the county jail and the Luzerne County Industrial School for Boys has been noted. The special function of the Social Hygiene Society and the State Genito-Urinary Dispensary in the treatment of the sex offenses of women and girls was studied, and the relationship of these two organizations to the court and the jail's policy has been analyzed. The place of the Mental Health Clinic in the community and court program for the treatment of delinquents and the relation of the poor boards to the problem of dependent children has been investigated. Finally, the cooperation of the court with county social agencies was studied from the point of view of the

treatment of delinquency. It must be assumed that delinquency in both children and adults, the mal-adjustment of family life due to non-support and desertion of families, and the neglect or dependency of children are community problems as far as treatment is concerned, necessitating the concerted action of all social forces, public and private.

PART THREE

Findings of Survey: Treatment of Children, Families and Adult Offenders

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SECTION A
GENERAL STANDARDS OF TREATMENT

Before studying the stream of cases and the methods of treatment in use in Luzerne County, it might be well to consider the aim of governmental action in matters concerning adult offenders and the welfare of children or families. We are assuming in this study that the most important aims of governmental intervention are to preserve normal child life and normal family life, to protect society from those in conflict with it, and to adjust delinquents to social living, if that is possible.

To accomplish the social aim of governmental control, the police officers protect child life, prevent and stop crimes and make arrests. The judges, when problems come before them, place children needing protection in the care of a probation officer, take them away from undesirable homes, if such action is necessary; or if the children themselves are offenders, they may place them on probation or in custodial care.

Judges in cases of non-support and desertion, family problems, illegitimacy proceedings, etc., make support orders for wives, children and aged parents, and take other action concerning the family problems before them. Such action may include probationary supervision and custodial care when those are necessary. Similarly in the cases of adults, the judges place on probation, fine, commit to institutions, liberate conditionally on parole after a period of incarceration or discharge as insolvent those individuals who, after a stay in prison, cannot pay their fines or other moneys due the State.

The use of probation to deal with the problems of children, families or adults *without* custodial or institutional care, or the use of parole to deal with individuals *following* a period of custodial or institutional care presumes adequate and suitable supervision of the probationer or parolee by a trained and intelligent probation officer to help the individual child or adult to make an adjustment to family or community life.

Commitment to an institution implies that milder treatment either is not possible for the particular offender, or is not deserved. However, the institution should be so equipped that the offender, whether child or adult, will be helped during his stay there.

Administrators of modern penal institutions have developed a program of institutional treatment to prepare the adult offender for ultimate return to normal social and economic life. Stress is laid on work and vocational training in

the institution, the supplying, if necessary, of educational equipment to the inmates, the stimulation of good habits, etc. It is considered the duty of the institutions properly to segregate inmates, to keep the untried and the convicted apart, to separate men and women completely, to supply a wholesome diet, competent medical attention, to maintain facilities for mental examinations so that the feeble-minded and abnormal may be segregated or eliminated.

Administrators of modern reformatories and correctional institutions consider their aim to be that of training children and youths for normal social life. In the best institutions the individual's discharge and return to society is made dependent upon his response to training. Reformatories and correctional institions should, therefore, have proper facilities for the segregation of children, individual treatment, instruction, training. There should be equipment for physical and mental diagnosis to help classify and study those admitted and to place them in proper relationship to the institution, the staff, and the other inmates with whom they must associate. Those discharged should also be followed up by the parole officer of the institution or the probation officer of the court, so that they may be helped in their adjustment to normal family and social life.

Thus the modern aim of official action, whether it is by the courts, the institutions or the police, is to help children and adult offenders to make good and to keep after the children and adults who will not or cannot do so. The probation officer can be used as the big factor in the scientific and humane administration of such a system. He makes investigations to aid the court in its decision, whether the decision is for custodial care or release, and supervises the conditionally discharged or freed children, men and women. The tendency today is to stress readjustment with the aid of probation officers rather than to stress punishment, except in cases of serious crimes and habitual offenders. The program is one of prevention. Its success depends upon the effectiveness with which community cooperation has been enlisted by the penal administrators, the courts and its probation officers.

SECTION B—CHILDREN

I. The Juvenile Court System

(a) *Jurisdiction and Organizaion.* The juvenile court of Luzerne County is organized under the Act of April 23, 1903, P. L. 274, and its supplements, which provide for juvenile proceedings or sessions in the Quarter Sessions Courts of the Counties of Pennsylvania. It is, therefore, not a separate juvenile court, but a juvenile session of the Quarter Sessions Court of Luzerne County.

The preamble to the act establishing juvenile sessions points out that children should be tried separately from adults, and should be guarded from association and contact with crime and criminals. It also presents the notion that the aim of the juvenile court is to prevent children from being "led into courses of life which may render them liable to the pains and penalties of the criminal law of the State." The statute, therefore, has given full and exclusive jurisdiction to the juvenile session of the court over all classes of children below the age of sixteen, needing the protection of the State, whether they are delinquent, incorrigible, dependent or neglected. When children below the age of sixteen have been placed under the care of the juvenile court, the court's jurisdiction may continue until they have reached the age of twenty-one.

The juvenile court, however, does not try cases of children accused of murder. Also, when a child above fourteen is charged with an offense, for which the punishment in the case of an adult would be incarceration in a penitentiary, his case may be transferred to the criminal court to be tried according to the criminal procedure.

(*b*) *Judges.* Children coming under the jurisdiction of the juvenile session are dealt with by Judge Fuller at the regular juvenile hearing on Saturday morning. Judge Fuller sat in juvenile session when he was president judge of the court. By request of the Board of Judges, he continued to act as juvenile judge after his retirement from the bench. The procedure and methods of work described are those at present used in the juvenile court by Judge Fuller and the probation staff.

(*c*) *Juvenile Probation Officers.* The probation officers who deal with children brought to juvenile court are the regular staff probation officers, whose duties include the handling of adults on probation and of non-support and desertion cases. No additional pay is given them for this other work; they are paid only the maximum salary for juvenile probation officers. Their juvenile court work and the work with these other types of problems is not separated.

(*d*) *Legal Basis for Work of Juvenile Probation Officers.* The authority to appoint probation officers for children is given to judges under the Juvenile Court Act of April 23, 1903, P. L. 274, and its supplements, and the salaries as fixed by the Act of July 10, 1919, P. L. 885.

The law provides that when support orders are made for the care of children, such support orders may be collected by a desertion probation officer appointed by the judges of the Quarter Sessions Court. Mr. Roberts, one of the probation officers, is in charge of such collections for children's cases and adult cases.

No stipulation is made in the law concerning the supervision of children by men or by women, but it is the custom in most jurisdictions to have older boys supervised by men probation officers only, and older girls by women probation officers only. The policy concerning the segregation of older boys and older girls cases has not been definitely worked out, since there are so few probation officers.

(*e*) *Probation Officers' Duties in Children's Cases.* The duties of the juvenile probation officers, according to the juvenile court law, depend largely upon the requirements of the judges. However, in modern courts, probation officers have two functions, investigational and supervisory, including suitable case planning for each child's problems.

The investigational function usually consists of making social investigations for the judges to serve them as a basis for wise decisions, and to enable the probation officers to make plans for the children disposed of by the judges. Such planning includes that which is needed for the placing of children in suitable institutions or private homes, or for the oversight of children on probation in their own homes.

The supervisory function usually consists of following up and giving social treatment to delinquent and incorrigible children on probation, and dependent and neglected children under the protective care of the court, in order to re-establish normal family and social life for them. This supervision should be based upon a plan developed from information obtained through the investigation, and should be carried out with the co-operation of medical, social and school agencies.

However, the bulk of the work of the probation officers in juvenile cases consists of: (1) Receiving complaints and transcripts or information; (2) preparing cases for court with the necessary investigations; (3) taking children to institutions when they are committed; (4) following-up school attendance of probationers; (5) receiving reports from probationers. Reports are usually received at the time of hearing when the probationer reports to court; the probation officer is also present at the hearing.

The investigational work of the probation officers is limited to gathering data from the police, minor magistrates, prosecutors and others concerning the offenses committed; collecting reports of school records, and making a home investigation, to get general facts concerning home conditions. Home visiting for supervision is at a minimum. Planning is practical non-existent.

This same general procedure is followed in cases of neglected and dependent children, except that in these cases the investigation is confined to data concerning dependency and neglect.

In many jurisdictions the supervision and care of children awaiting hearing, either in their own homes or in the house of detention, if there is one, is an important duty of the probation officer. The Pennsylvania statutes provide that probation officers may be given the care and control of children awaiting hearing. However, in this county, in which the arrangements for the care of children pending hearing are unsatisfactory, the probation officers have a very limited function concerning the supervision of children awaiting hearing, either in their own homes or in detention. Children arrested or brought to juvenile court because of delinquency and incorrigibility are generally under the control of the police, justice of the peace, or alderman.

One of the general duties of probation officers in a social court is to obtain medical examinations and psychological or psychiatric studies of children awaiting disposition by the judge in the detention house or at home. In some courts such investigations and studies are routine matters; in others it is left to the discretion of the probation officers to include such investigations as part of a preliminary report to the court. In Luzerne County that is done only when the judge asks for it at the hearing. It is not made part of the investigational duties of the officers.

(*f*) *Administration of Juvenile Probation Work.* There is no supervision of the work of the probation officers other than that given by Judge Henry A. Fuller, as he hears the cases in juvenile court on Saturday morning. The juvenile court's probation work is lacking in organization. The general policy is to have Mr. Roberts handle the boys' cases and Mrs. Harding the girls' cases. This division of work, however, is not always followed.

In addition to juvenile probation work, Mr. Roberts has in his charge the collection of fines, costs, support orders, and Mrs. Harding has the investigation and follow-up in family problems coming before the non-support and desertion court. Her main efforts are becoming more concentrated on this work.

Administration is also complicated because of the part played in the juvenile court's probation work by private organizations. The division of work between the private agencies and the probation department is not clearly defined, but is based on geographical considerations and also on the general character of the problem. The United Charities of Nanticoke, Hazleton and Pittston make investigations for the juvenile court of children living in their territories and also supervise them in a quasi-official capacity. The Social Hygiene Society under-

takes some of this work in connection with girls who have come to its attention because of waywardness or sex misconduct.

This cooperation between private agencies and the court is important, but it should be established on a case basis and should be properly supervised. However, this cannot be done until the administrative work of the probation department is more definitely organized with a responsible head.

The probation offices are in the Court House, where the hearings of the juvenile court are held. The judge's own offices are also there. The probation officers usually establish contact on cases with him at the time of the hearing. His secretary-clerk keeps records of juvenile cases. She does not do secretarial work for the probation officers.

Neither the clerk nor the probation officers have offices of their own for private interviewing of the clients. The office is usually crowded and there is little possibility for privacy. However, private interviewing is rare. Children report in open court and seldom report to the probation officers. Complaints come through the minor courts or police, or by very casual or informal notification to the juvenile court. There is no system of reception of cases. There should be adequate office and secretarial facilities for the probation officers with provision for the proper interviewing of cases.

(*g*) *Records and Dockets.* The record system is very simple. It consists of loose-leaf dockets of all complaints. This is kept by the secretary-clerk of the juvenile court judge. This docket contains very elementary information, such as name, address and age of child, person referring. The disposition and elementary information are included under the head of remarks. When there is a new complaint or disposition, a new entry is made. The entries are very carefully and completely kept, as far as they go. The probation officers do not keep social records of any sort and no notations of interviews or home visits. There should be adequate social case records kept by the probation officers in addition to the loose-leaf docket which is now kept by the judge of the juvenile court.

II. The Stream of Cases

(a) TOTAL CASES STUDIED

Although the intent of the Juvenile Court Act is to place the juvenile court in charge of all children in conflict with the law or in need of the State's protection, many such children never reach the juvenile court.

The cases analyzed represent all the juvenile court children and some selected groups for which data were available. In addition to the juvenile court judges, mayors, burgesses, aldermen, justices of the peace and police deal with children in difficulty.

Although it was possible to study the work of the juvenile court statistically, it was not possible to study the work of the numerous justices of the peace, aldermen, town and police officials, who dispose of very many juvenile cases without referring them to the court at Wilkes-Barre, even when it is to the best interest of the child that this should be done. However, by courtesy of Chief of Police Brown of Wilkes-Barre, the cases of children under sixteen handled by the Wilkes-Barre police were analyzed. In addition, records of children under sixteen detained for the police or minor courts in the United Charities Home at Hazleton were examined through the courtesy of Superintendent O. C. Whitaker.

The total stream of cases studied follows:

STATISTICS FOR TOTAL CASES

Disposed of by the juvenile court judge	710 children representing	1,167 cases
Disposed of by the police or police court of Wilkes-Barre without action by the junile court or probation department	104 children representing	104 cases
Disposed of by the police or other authorities of Hazleton and detained in the United Charities Home without action of the juvenile court or probation department	57 children representing	57 cases
Total	871 children representing	1,328 cases

Only seven of the 111 children under sixteen dealt with by the Wilkes-Barre police or the police court, and only seven of the 64 children under sixteen in the Hazleton group reached the juvenile court. These fourteen children are included in the cases disposed of by the juvenile court judge.

Figures concerning children and cases are not identical in the juvenile court figures; some were in court more than once during the year, due to additional offenses or additional reasons for being brought before the judge during that year.

(b) COURT INTAKE

1. All Children

Seven hundred ten children, 613 boys and 97 girls, were involved in 1,167 juvenile court cases. (See Table 1.) These included all types of cases: delinquent, incorrigible, neglected or dependent. Some of these were listed under more than one classification, such as delinquent-incorrigible, delinquent-dependent, etc. However, 91 per cent of the total number of children were brought in because of conduct difficulties, as follows: 77 per cent for delinquency; 8 per cent because of incorrigibility; 6 per cent because of incorrigibility and delinquency, etc. Only 9 per cent were brought in because of non-conduct problems: 7 per cent were brought in because of dependency, and 2 per cent for neglect. (See Chart 1.)

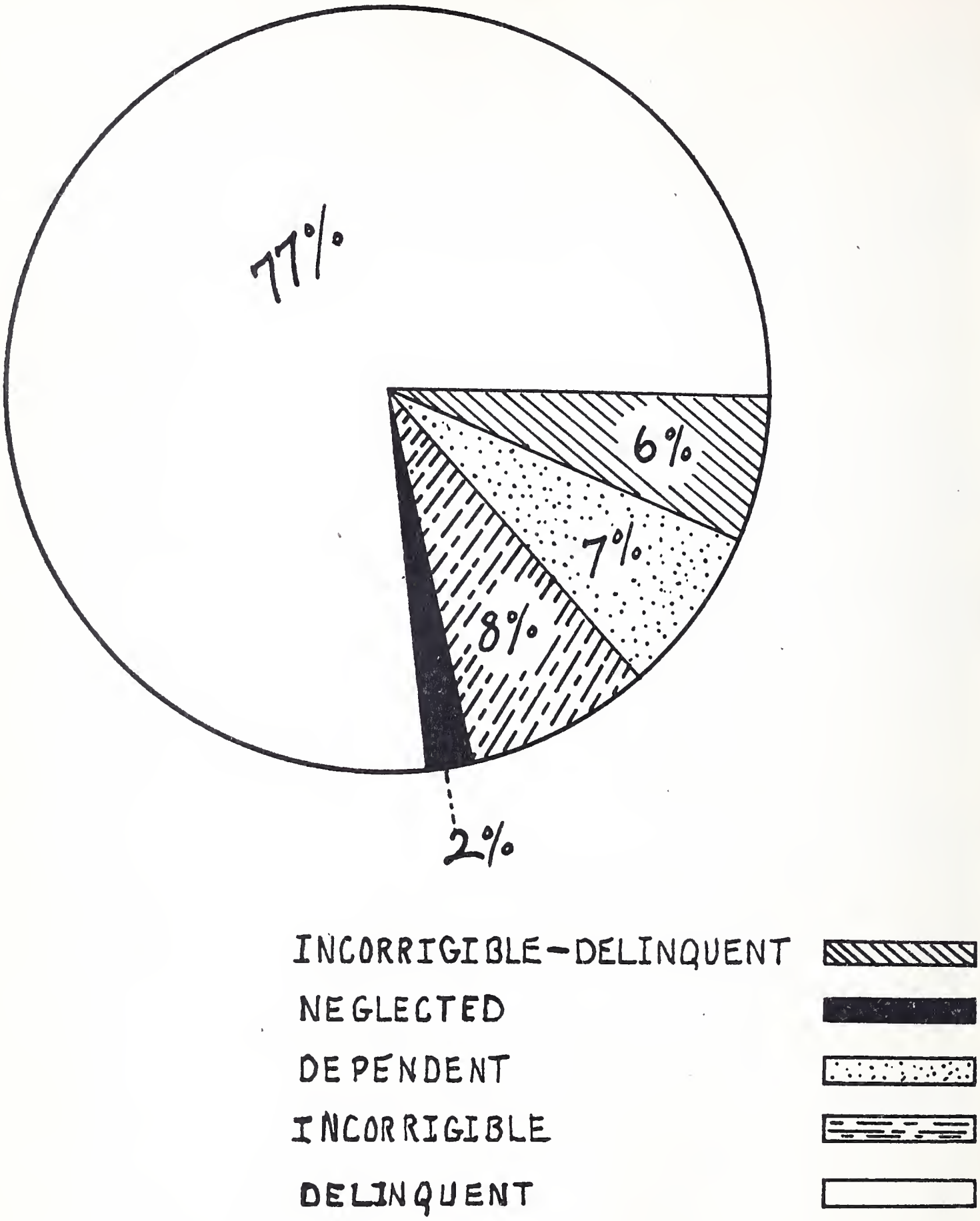
Eighty-four per cent of the boys whose cases were held in juvenile court were delinquent; 4 per cent incorrigible-delinquent; and 4 per cent incorrigible. Thirty per cent of all the girls whose cases were heard in juvenile court during 1927 were classified as juvenile delinquents; 11 per cent as incorrigible delinquents; and 40 per cent as incorrigible.

Eight per cent of the total boys and 19 per cent of the total girls were brought into juvenile court on complaints of dependency or neglect. The figures indicate that very few boys are brought to court for dependency and neglect. (See Table 3.)

2. Recidivists and Children in Court More Than Once

The delinquent and incorrigible recidivists and the dependent and neglected children who were in court more than once in 1927 were studied in two groups.

Chart 1—Cases Heard in Juvenile Court 1927



The first group comprised children brought in for the first time in 1927, who were in court two or more times in that year; the second group comprised children who were old offenders before 1927 and again in 1927.

Ten per cent of the total number of boys brought to court for the first time in 1927 were in court more than once during the same year; a few were in court more than twice. When we examine the boys who were in court prior to 1927 and were brought back again during 1927, we find that 139 boys are in this group. One-third of this number were boys brought before the judge to have the

court's approval of their release from the institutions to which they had been committed prior to that year; however, they had been repeaters in previous years. The recividist rate seems very high when we combine those who were repeaters in 1927 and those who were repeaters in previous years. We find that one in every three boys was a repeater. (See Tables 21 and 22.)

There were 28 girls in court more than once during 1927, of whom 18 were old offenders. The recidivist rate is almost the same for girls as for boys. (See Table 23.)

3. The Problems and Difficulties Presented [1]

Boys Conduct Problems. Five hundred seventy-five of the 613 boys brought before the judge in 1927 were brought in because of conduct difficulties. Four hundred thirty-nine, or 78 per cent, of them had not been in court prior to 1927. Those selected for special analysis as to the types of wrong-doing constituted the great majority, or 93 per cent of a total of 474 boys brought into court for the first time in 1927.

The offenses of these 439 boys fell into three main groups: (1) larceny and breaking and entering; (2) truancy; (3) offenses committed on or near the railroad. Of these boys, 226, or 51 per cent, were charged with larceny or with breaking and entering, or with both; 78, or 18 per cent, came in because of truancy; 117, or 27 per cent, appeared in court because of offenses committed on or near the railroad, such as, trespassing, larceny from freight cars, stealing brass, coal picking, stoning cars, breaking seals, etc. Thus, 78 per cent of the boys, or almost 8 of every 10, were brought to court because of property offenses: the stealing of property, its destruction or attempted destruction. Other difficulties included assault and battery, staying out late, frequenting pool rooms, etc. These were usually listed as incorrigibility or delinquency. (See Tables 3, 13, 14 and 15.)

The offenses of some of the boys, which were tabulated under one heading, such as larceny, etc., were also tabulated under another or others, such as truancy or railroad trespassing, either because they had been charged with more than one offense when heard, or because they had been brought in for different offenses at different times during the year.

Conduct Difficulties of Boys Due to Neglect, etc. Eight boys were listed as delinquent-dependents and three as incorrigible-dependents; these eleven boys cases overlap the conduct and non-conduct problem groups. The facts show that the "dependency" or lack of care was the chief factor, rather than truancy, larceny or other conduct difficulty. (See page 32.)

Boys Above Juvenile Court Age. (Conduct Problems). The figures of the survey indicate that many boys above sixteen are heard in juvenile court. Thirty-seven of the delinquent and incorrigible boys in court for the first time in 1927 were above sixteen. The charges against these older boys were, as a rule, serious ones and included robbery, auto stealing, forgery, etc. (See Table 16.)

Girls Conduct Problems. There were 61 girls in court for the first time in 1927 because of conduct difficulties. The offenses of these 61 girls fell into two groups: (1) sex offenses; (2) truancy and larceny. Of these, 26 were charged with sex offenses; 18 with truancy, and 8 with larceny. The remain-

[1] Only the problems of children brought in for the first time were analyzed in detail.

ing 9 were charged with forgery, assault and battery, frequenting pool rooms and dance halls, incorrigibility, etc. Three of the girls brought in because of truancy were also charged with sex misconduct. The largest group were the sex offenders, making up 42 per cent of the total number. (See Tables 3, 17 and 18.)

Girls Above Juvenile Court Age. (*Conduct Problems*). Nineteen of the 61 girls presenting conduct problems were above the juvenile court age. The most frequent charge against them was sex immorality. (See Table 20.)

Boys Non-Conduct Problems. Thirty-five of the thirty-eight boys brought into court because of dependency and neglect in 1927 were boys who had not been brought to the attention of the court before. All but two of them were below sixteen. A special study was made of these 35 boys. Five of them were in institutions or dependent on private charity at the time they were brought to court.

Twenty-six of them were brought in because of bad home situations, as follows:

Drinking parents	3	Mother ill and alone	1
Father ill, mother deserted	1	Father dead	1
Father ill	2	Father dead, mother ill	3
Mother dead	6	Parents in jail	2
Mother alone	3	Both parents dead	4

The study reveals no facts as to the home situation of the remaining four boys. (See Table 24.)

Dependent and Neglected Boys Presenting Conduct Problems. It might be well to analyze the dependency and neglect factors in the case of the eleven boys brought to court for the first time in 1927 and discussed under "Conduct difficulties due to neglect, etc." (See page 31.)

Eight of the eleven boys were brought into court once only. In the case of five of them, described as dependent and truant, one had no father, three had no mothers, and the parents of one were said to be worthless. Of two listed as dependent and incorrigible, one had no father and the mother of the other had deserted; the father of one other boy brought in for dependency and larceny was dead. The remaining three of the eleven boys were brought in more than once during 1927. Two of them had no father and one of them had a step-father. The home situations and neglect in the cases of these eleven boys probably contributed to their delinquency and incorrigibility. (See Tables 24 and 28.)

Girls Non-Conduct Problems. There were 19 girls brought to court because of dependency and neglect. Eighteen of these girls in court for the first time in 1927 were selected for special study.

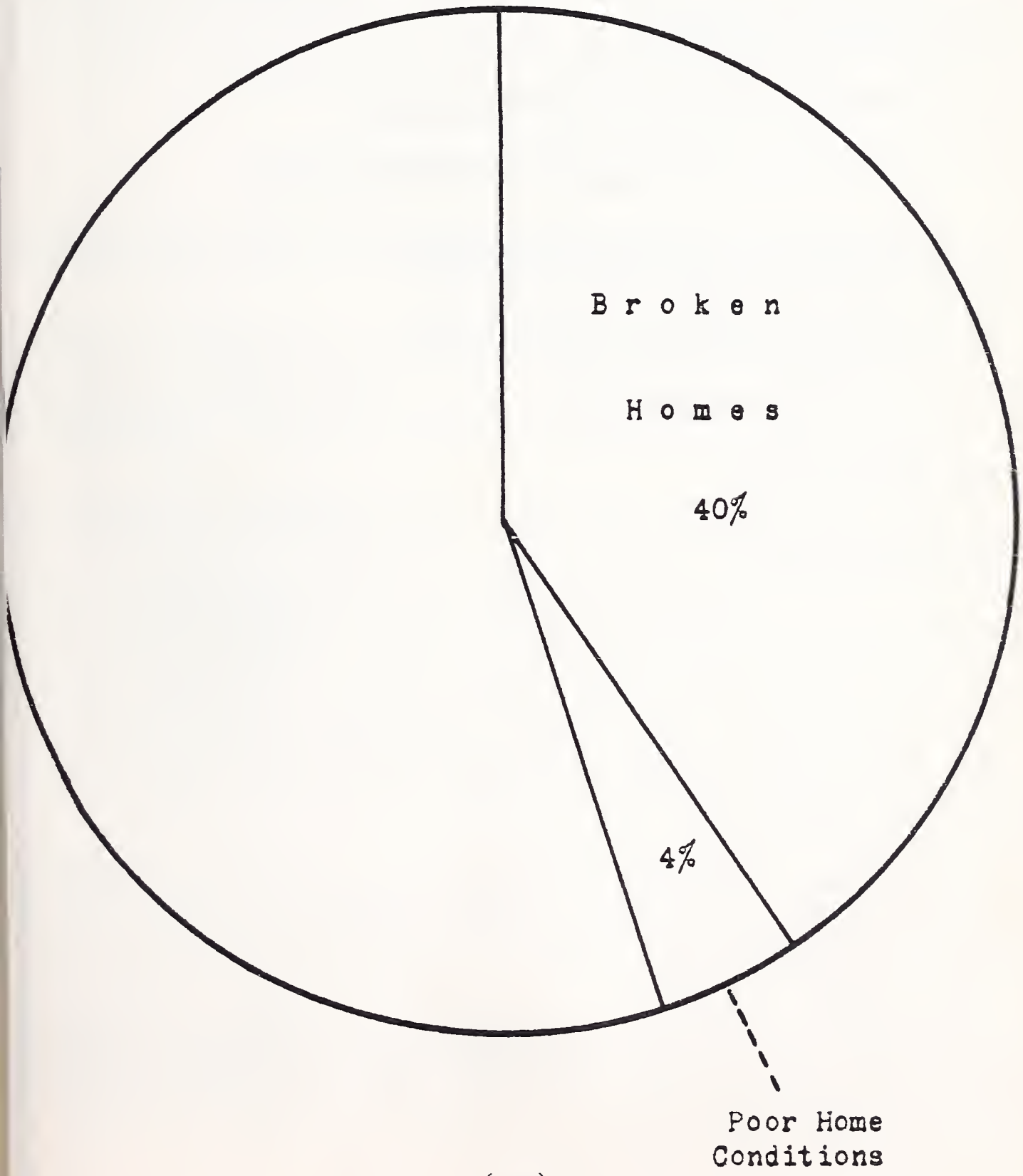
Sixteen of the eighteen girls were in court only once in 1927. In three cases the parents were separated, in one case the parents were said to be improper guardians. Twelve of the girls had no mothers, and in five cases the fathers were described as improper guardians; two of these fathers were immoral, one had deserted, one was unemployed, and another was in jail.

Two of the girls were in court more than once in 1927. They were always brought in because of neglect. The home conditions were described as filthy with drunkenness and immorality as contributing factors. The mother of one of these girls was a widow. (See Tables 24 and 28.)

Neglected Girls Presenting Conduct or Protective Problems. Although none of the dependent and neglected girls were listed as presenting conduct problems, the last two girls cited as brought in because of the neglect by their parents had also been under observation of the State Venereal Clinic and Social Hygiene Society. When neglected girls get into difficulty they are usually listed as delinquents or incorrigibles, if the waywardness or wrongdoing is definitely diagnosed and fixed. Many girls in the conduct problem group are girls whose initial delinquency was due to their home situation and to neglect.

Eight girls were brought in as protective cases; one a two-year-old, for tampering with mail boxes; four sisters were brought in because of sexual abuse of one of them by the father; one other girl was brought in because of sexual abuse by her father; one had been assaulted by a group of men; and one was beaten by her mother, who accused her of immorality. (See Table 19.)

Chart 2—Juvenile Court Children From "Broken Homes"



4. Broken Homes

Forty per cent, or two out of every five boys and girls brought to juvenile court in 1927 for the first time came from "broken homes." In addition, four per cent came from families in which there was a very bad home situation.

A "broken home" is one in which there is no mother or father, or one in which both are lacking, or one in which there is a stepmother or stepfather. Bad home situations include immorality of parents, excessive drinking, continued illness of the parents, improper guardianship, parental neglect, parents in jail, etc. (See Chart.)

Thus, almost one-half of the children came from homes in which grave difficulties stood in the way of their proper care or supervision. Six of the families were also identified as families whose records had been found in the non-support cases studied for the year 1927.

Because of the entire environmental situation, dependent and neglected children are easily pushed over into the stream of delinquent and incorrigible children coming to juvenile court. Children from inadequate or bad homes have limited chances of readjustment to family and community life, should they get into difficulty because of misconduct or delinquency.

5. Ages of Children

A study of the ages of the children reveals an age range in the boys' cases from infancy to twenty years. The lower age ranges are due to the dependent children brought in for the court's fostering care.

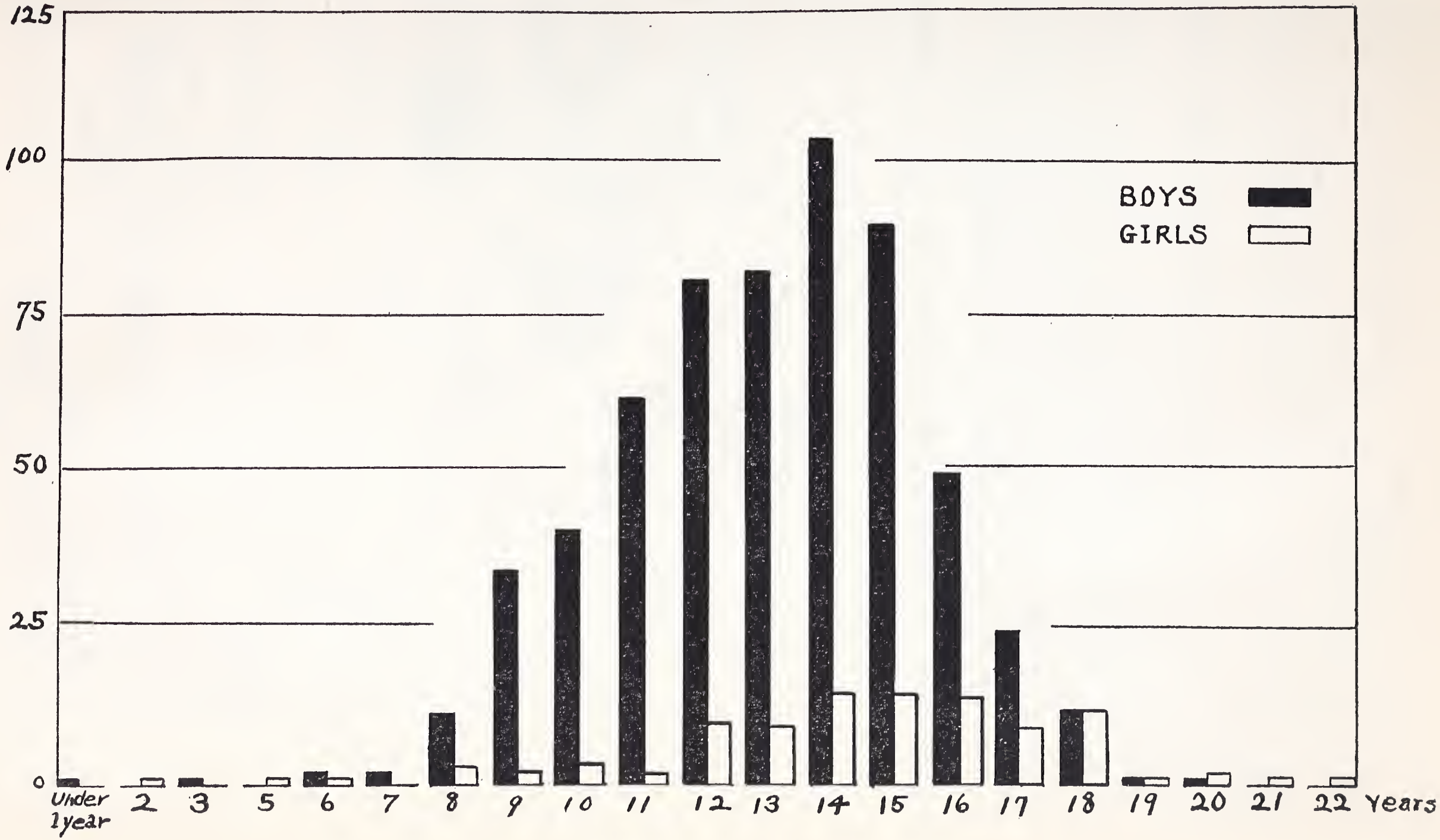
The modal or most frequent ages for boys are 12, 13, 14 and 15, with the peak age at 14 years. Of the 474 new cases, 58 were eleven years of age; 74, twelve years of age; 68, thirteen years of age; 80, fourteen years of age; 59, fifteen years of age. The modal age for girls was 14, 15 and 16. (See Chart and Tables 4 and 5.)

Children Above Juvenile Court Age. Boys and girls of the higher age ranges are found because the juvenile court of the county does not seem to draw the line at sixteen. Following the juvenile court laws, many children are continued under the care of the court after they reach sixteen, but there are a number of boys and girls brought to juvenile court above the age of sixteen, even though they have not been wards of the court before. The juvenile court has no real power or authority to deal with these children. Thirty-nine boys and twenty-two girls above the age of sixteen were brought to juvenile court as new cases in 1927. It seems a burden on a juvenile court with so small a staff to take over the problems of these older boys and girls, who have never been known to the juvenile court.

Special Studies. The special studies give the ages of offenders according to the types of offenses or difficulties: Larceny, breaking and entering, truancy, coal picking and railroad trespassing in boys' cases;—and sex offenses, truancy and protective cases of girls.

Boys. When we examined the special studies of larceny, breaking and entering in boys' cases, we found that of the boys arrested for larceny, the modal ages were 13, 14 and 15 years. There were 23 boys at ten years; 21 at eleven years; 26 at twelve years; 39 at thirteen years; 42 at fourteen years; and 21 at fifteen years. (See Table 13.)

Chart 3—Showing Number of Juvenile Court Cases Grouped According to Ages: 1927



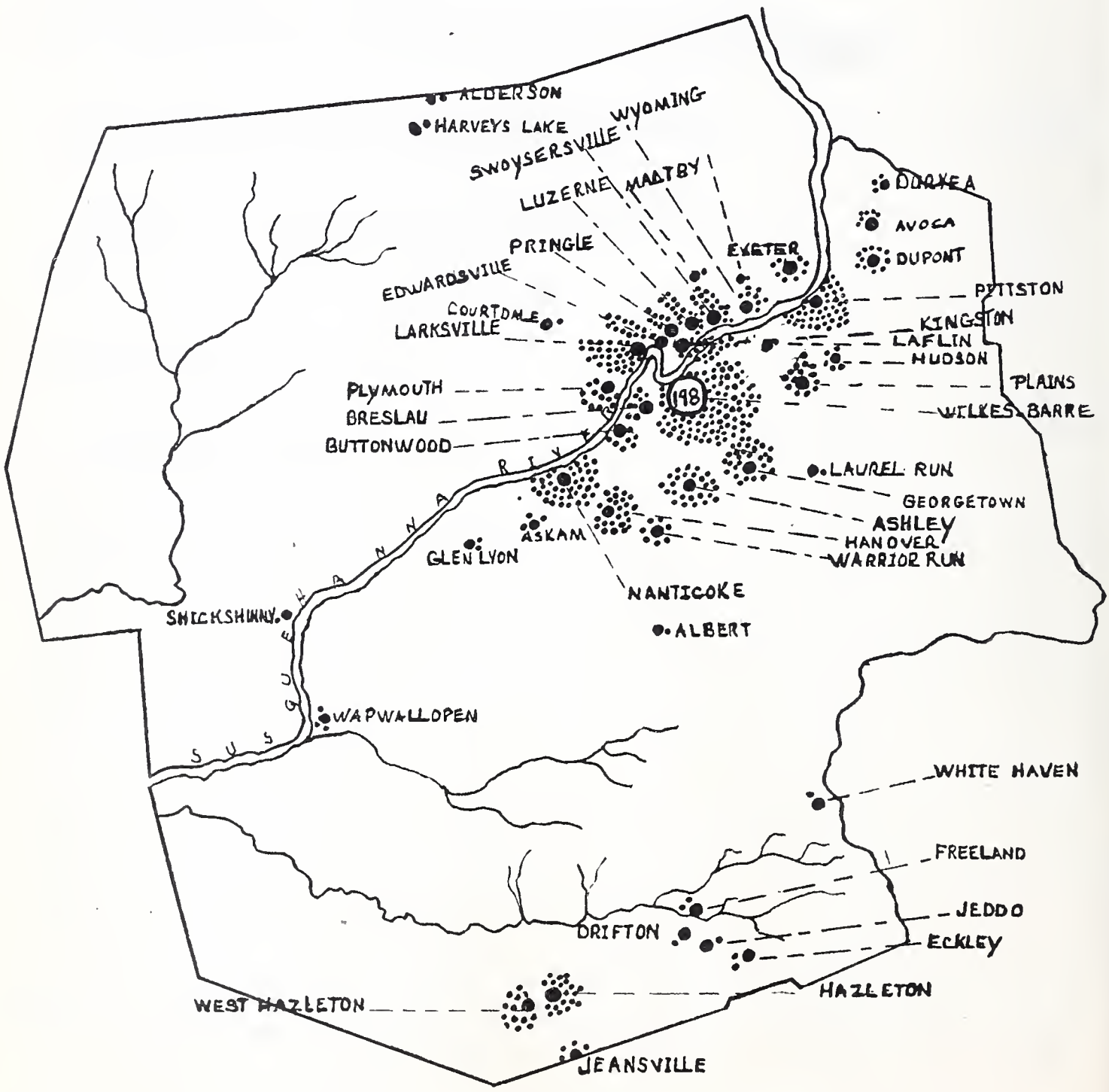
The ages of the boy truants range, as may be expected, from eight to sixteen years. There were only three at ten years. The modal ages were: 18 boys at fourteen; 14 at fifteen years. (See Table 14.)

The boys arrested for coal picking and railroad trespassing ranged from seven to seventeen. Most of them were below nine and fifteen. It probably indicates that very young boys are sent out by their families to pick coal. (See Table 15.)

Girls. When we examine the special study of girls arrested because of sex offenses, we find eleven between the ages of thirteen and fifteen, and sixteen between the ages of sixteen and twenty years.

In the special study of girls' protective cases, it was found that one infant, two years of age, was brought in for tampering with mail boxes. This child was brought in in order to protect her from neglect by her parents. Girls arrested and brought in because of sexual abuse by fathers were twelve and fifteen years old; one because of abuse by mother was sixteen years old; and three others brought in for general protection were five, six and twelve years old.

Geographic Distribution of Children Brought to Juvenile Court 1927



6. Residence of Children

A pin map was made of the residences of children brought to juvenile court because of conduct and non-conduct problems. Of the 710 children, 198, or 28 per cent, came from Wilkes-Barre; most of the other children came from towns or communities of the Wyoming Valley, between Pittston and Nanticoke. There were 19 from Hazleton and 13 from West Hazleton. There were few children from other parts of the county. The great majority of children came from the territory covered by the Welfare Federation. This corresponds to the area of urban population and to the territory of the anthracite coal region. (See Map.)

Conduct Problem Cases. Most of the children live in railroad or coal mining towns and settlements. They live and play on the railroad tracks and near the mines. Many of them are brought to court for destroying and stealing the railroads' and the coal companies' properties.

It is surprising that comparatively few children come from the Hazleton region. This is probably due to the fact that the authorities in Hazleton and the surrounding towns of that part of the county refer very few cases to juvenile court, settling them in the local justices of the peace, aldermen, magistrates and burgesses offices. (See Table 26.)

Non-Conduct Problem Cases. Of the 59 children brought in because of dependency and neglect, delinquency and dependency, incorrigibility and dependency, etc., 22 came from Wilkes-Barre, 5 from Nanticoke, 4 from West Pittston and Pittston Township, and 4 each from Avoca, Kingston and Larksville; eleven came from eight other towns in the Wyoming Valley. Only two came from the southern end of the county and were sent from Hazleton. The origin of three cases was not reported. (See Table 26.)

7. Racial Factors

Although no statistics as to race were available from juvenile court records, we know that most of the residents in the industrial sections of the county, the region from which juvenile court children came, are immigrants from the Slavic countries and from Italy.

Thus, most of the juvenile court children came from foreign homes where English is not spoken and where problems of discipline and parental supervision of children is more difficult because of the gap between American children and immigrant parents.

III. Legal and Social Procedure Before Disposition

(a) LEGAL PROCEDURE BEFORE JUDICIAL DISPOSITION

In Pennsylvania children may be brought to the court by two general methods. The first is by petition; the second by warrant or arrest.

1. Petitions

According to the petition method, which is permissible under the Juvenile Court Act, a child is not arrested, but a petition is filed by the prosecutor, the

mother, father, or some other relative or friend, or by an interested citizen or agency. A petition may also be filed by school authorities and members of social agencies, or any private citizen having interest in the child's welfare. This is the regular procedure, of course, in cases of neglect and dependency, and is also used for incorrigibles brought to court by parents or guardians, and may be used for delinquents, too.

Judge Fuller is opposed to all technicalities in the bringing of children before the juvenile court. A petition form has been devised for bringing children into court, but the judge says he does not find it necessary to pursue any formal method for bringing children into court, unless there is likely to be a controversy.

He says: [1] "As to process, that is, the procedure by which we take hold of a case, I am intensely hostile to all formalities and technicalities, to a process of any kind in the legal sense of the term, if it can possibly be avoided . . . I use my own form . . . simple, short, sensible and efficient . . . The preliminary petition is a scrap of paper, five lines, fifty words."

Judge Fuller states: "Children certainly can be brought into court, considered there, and taken out of court without information, warrant, arrest or witness. Scarcely ever is there the slightest risk of flight or failure to appear when wanted. The fugitive delinquent child is a negligible quantity, perhaps one-tenth of one per cent."

2. Information, Arrest and Warrant

A juvenile court action may also be started by having an information filed before a justice of the peace or alderman. According to the statutes, the juvenile court's jurisdiction attaches when the alderman or justice of the peace commits the child for hearing.

When a child is discovered committing a wrongful act, he may also be arrested by a police officer, constable or other authorized person, as in the case of an adult.

In respect to information and warrants, Judge Fuller states: "Some time ago I publicly requested the inferior magistrates, that is, the squires, justices of the peace and aldermen, all over the county not to issue warrants or take any steps in the prosecution of juvenile offenders without first submitting the case to me, . . . and they, too, have in the main respected my desire, although the cupidity for costs occasionally overcomes their good intentions."

There are many justices of the peace and aldermen who do not notify the probation department or the court of the children brought before them, merely forwarding a transcript in cases of children held for juvenile court. There are a number of the justices of the peace and aldermen, and also town and borough officials who do not send cases to the juvenile court at all, but dispose of them by dismissing cases, reprimanding or correcting children or their parents at a hearing.

By this negative method a good many children, who should come into the juvenile court, are diverted from the ministrations of that tribunal and are handled by courts who have no authority to do so, and no social machinery for making proper adjustments.

1 All quotations from Judge Fuller are taken from an address made by him before the Civic Club and published in the Luzerne Legal Register on November 3, 1923.

As Judge Fuller rightly feels, the handling of all children's problems should be by the juvenile court for a number of reasons: (1) To avoid the taint of a procedure which is so similar to adult criminal procedure; (2) to avoid costs which the families of the children may find burdensome; (3) to avoid police control of children's cases by preventing the settlement of their cases outside of juvenile court by police officials; (4) to avoid unnecessary intervention of justices of the peace and aldermen in children's cases; (5) to avoid the use of a cumbersome approach to the juvenile court and to establish direct and simple methods for obtaining the intervention of the court authorized to deal with children's cases.

In many Pennsylvania courts proceeding by information is discouraged and proceeding by petition encouraged. Even in the case of the arrest of a child, in Philadelphia, a petition is filed by the prosecutor or probation officer in order that the jurisdiction of the juvenile court may attach. In this county the law prohibits magistrate's or minor court hearings.

In Berks County, and in Beaver County, the justices of the peace, aldermen or police officers, notify the probation officer when a child is arrested or held for juvenile court; the probation officer visits the child immediately and investigates to determine whether the child should be detained pending hearing and files the necessary petition in juvenile court. In these counties the justices of the peace or aldermen do not dispose of children's cases, they only dismiss them or hold them for juvenile court.

Some of these methods could be adapted to suit the particular need of Luzerne County. When children are arrested by the police or when they are brought before a justice of the peace or alderman, the probation department should be advised of that fact.

When informations are filed in cases when such procedure is advisable, the prosecutor should also file a petition in juvenile court or the probation officer should be notified so that a petition could be filed by the probation department in order that the jurisdiction of the court may attach to the child and not to the particular offense. These are merely suggestions and other adaptations of a specialized procedure to place control of intake in the hands of the judge where it belongs, will undoubtedly present themselves to the court.

It might be well for the court to appoint special probation officers to reside in sections of the county, such as Hazleton, where access to the court is difficult and where the coming to court to file a petition would be a hardship. Petitions could be filed with the probatiton officer in the locality.

(b) SOCIAL PROCEDURE BEFORE JUDICIAL ACTION

1. Social Investigation

When a child is held for hearing after the arrest or filing of a petition, the probation officer makes preliminary investigations of the child's home conditions, school attendance or work record, and the general facts of the offense or situation. The data collected are all very general. There are no social records kept of them and the reports are presented orally in court. The investigations noted were directed almost entirely to the facts concerning the particular offense or need.

Attendance at a number of court sessions showed that investigational data were seldom presented which gave any indication of the child's personality or

individuality, nor were investigations made by the probation officers to enable them to prepare a plan for the child's readjustment to social life. The usual suggestions made in the oral reports were commitment or release. A re-investigation was made if the child had been brought in a number of times and a long time had elapsed since the first hearing and investigation.

With the limited staff the probation officers cannot be expected to make better investigations or to do a good case work job. For the investigation of the facts of the child's offense, the investigating probation officer depended largely for his facts upon the police and the committing justices of the peace or aldermen.

Preliminary social investigation, covering the child's health, family and leisure-time life, school and occupational activities, which is so necessary in children's cases, should undoubtedly be made a routine part of the probation officer's work.

2. Medical and Mental Examination

The resources for mental and medical investigations were the State Detention Ward, Genito-Urinary Clinic and the Mental Health Clinic. Usually reports were supplied by the State Detention Ward and the Mental Health Clinic only when requested to do so. However, very few reports were requested of these clinics prior to the court hearings.

Venereal Diagnoses. The facilities for venereal investigations are very adequate and competently supplied by the State Genito-Urinary Clinic and the Social Hygiene Society.

Mental Diagnosis. The Mental Health Clinic supplies psychiatric and psychological studies of children, but is handicapped in the making of personality studies. Its staff is too limited to give a much needed psychiatric and child guidance service to the community and the court. There is no co-ordination of the mental examinations with physical examinations and social study of the child's difficulty.

Requests for mental examinations do not come to the clinic from the probation department, but from the judge, who usually continues cases when he desires a report on the child's mental condition.

During a period of seven years, from 1921 to 1927, inclusive, the court requested the examination of 39 children, 32 boys and 7 girls. This is an average of less than six a year.

3. Information From Social Agencies, Etc.

The information which the social agencies, hospital clinics, etc., had concerning the children was rarely inquired into or utilized for making investigations. It is, however, done oftener in girls' cases than in boys' cases. When a social agency referred a case or was interested in a particular child, its representative gave the information in its possession to the court, at the hearing, either in person or through the probation officer.

The United Charities of Wilkes-Barre, Nanticoke and Pittston, the Polish Women's Alliance and the truant officer supplied such information at the hearing.

Close contact has been maintained with the social agencies of Nanticoke and Pittston in cases known jointly to the court and the probation department.

The secretaries of these organizations are also volunteer probation officers. The secretary of the Hazleton United Charities is a volunteer probation officer, but the contact between the court and the Hazleton social agencies does not seem to be close.

Due to the absence of records the extent to which social agencies supply this information to the court can only be estimated.

The Social Hygiene Society supplies information concerning the conduct of girls brought to its attention for the diagnosis of venereal disease or for sexual misconduct. This organization gathers information of this sort as a basis for treatment or commitment to the State Detention Ward and passes it on to the juvenile court when necessary.

Mr. Johnson, Superintendent of the Luzerne County Industrial School for Boys, also supplies the court with information concerning former inmates of the institution, whom it is necessary for the court to re-commit, because he keeps up contact with boys discharged from Kis-Lyn.

RECOMMENDATION

It is suggested that all petitions, transcripts and complaints be centralized in the probation department, either passing through the hands of the chief probation officer, or of a probation officer acting as reception or complaint agent for the court; that adequate preliminary investigations be made *before* court hearing, including the utilization of information in possession of the socal agencies, and that medical and mental investigations be made part of the preparation of cases for court. This would require the development of existing resources for medical and mental health examinations and the establishment of facilities which may now be lacking for this purpose. It will also necessitate the use of the Social Service Exchange by the juvenile court and its probation staff.

IV. The Study, Care and Detention of Children Awaiting Hearing

When a child is arrested for the commission of an offense, or by warrant issued on information before a justice of the peace or alderman, or when a child, whether delinquent, incorrigible, dependent or neglected, is brought to court on petition, a period of time, depending upon court conditions, elapses before the juvenile court hearing takes place.

In modern juvenile court practice, the time before court hearing, as has been pointed out, is used for social investigation of the child's home, family life, social and economic environment, school and work records, the use of leisure-time, etc. A physical and mental analysis is made during this time. Clinical studies of children awaiting hearings are usually made in a clinic when a child is detained, or remains in his own home, or in a private temporary home; if an arrested or delinquent child is held in a detention house with facilities for medical and psychiatric studies, the study is made in the institution itself. All this preliminary investigation and study should be made part of the supervision and oversight of children awaiting hearing.

Delinquent Children. In the cases of delinquent children other questions also have to be faced; first, the assurance that the child will not disappear before

hearing; and second, the matter of prompt appearance of the child at hearing. Therefore, during the period pending court hearing and investigation such children are turned over to a probation officer and are either placed in a private home or are allowed to remain in their own homes under his care, or they are detained in a house of detention especially established for this purpose by the county authorities.

The investigation and supervision of children pending hearing and their admission and discharge from temporary homes or the house of detention should be completely under the control of the juvenile court.

The State of Pennsylvania has made provision by legislation for the establishment of houses of detention for children. The detention of children in cells, in jails and local lock-ups, which is so demoralizing to them, is specifically forbidden by statute.

Detention Facilities in Luzerne County. There is no special detention home in Luzerne County, and the arrangements for care pending hearing are unorganized and are rather haphazard. No plan has been developed by the juvenile court for the social, medical or psychological study of children awaiting hearing or detained.

The detention facilities made use of during the year were: United Charities Temporary Homes in Wilkes-Barre, the United Charities Home in Hazleton, the County Jail in Wilkes-Barre (men's section), the State Detention Ward for women in the County Jail, police stations in Wilkes-Barre and Hazleton, Luzerne County Industrial School for Boys, State police barracks, lock-ups and borough halls, etc., throughout the county.

There are very few statistics available concerning children detained, but a check-up on cases studied and estimates made, gives the following data for children *under sixteen* years of age:

United Charities Temporary Homes, Wilkes-Barre	28
United Charities Home, Hazleton	64
County Jail, Wilkes-Barre	32
Police Stations, Wilkes-Barre	111
Police Stations, Hazleton	50 [1]
Other lock-ups throughout the county, except Wilkes-Barre and Hazleton	50 [1]
	335

The figures for lock-ups are estimated because the police authorities have no figures.

These figures do not indicate the number of children needing detention care or study and supervision pending hearing. In Lackawanna County, where the number of children passing through the juvenile court is smaller than in Luzerne County, 653 separate children were admitted to the detention home during the year.

United Charities Temporary Homes in Wilkes-Barre. At the present writing in 1929, the United Charities have three temporary homes, with foster mothers in charge of each. Children of sixteen and under are accepted for temporary care, and the service is extended to the juvenile court, the police, and the Trav-

[1] Estimated.

eler's Aid Society. Runaway, neglected, abandoned, lost and cruelly treated children are admitted, and also boys and girls arrested or reported for petty offenses when they do not need constant custodial care. This service can be made an important adjunct to a juvenile court in the case of children who do not need to be kept in detention pending juvenile court hearing, but must be temporarily placed.

When the juvenile court first began, children arrested and brought to juvenile court in Wilkes-Barre were detained in the United Charities building, and kept in cells in that building. This scheme, however, was abandoned a number of years ago and the practice of caring for children in temporary homes was inaugurated by the organization. Cooperation was established with the police, local justices of the peace and aldermen, so that children arrested and brought before them would be taken to the United Charities temporary homes until their cases were heard in juvenile court. The police were furnished with a list of these temporary homes. However, the system met with difficulties. The juvenile court did not seem to find it desirable to use the temporary homes of the United Charities. The police also made less use of these homes. According to the United Charities, the police complaint made at time of study that foster-mothers did not take children in, could not be substantiated.

The system seemed lacking in organization when it was studied in 1928. The United Charities foster-mothers accepted the children from the police and turned them back to the police when they demanded them, without study or investigation being made in all cases.

It was impossible to obtain definite data from the United Charities concerning the number of children in their care during the year 1927, or the length of care given them. It was said that there were 28 children under temporary care of this kind during the year 1927. The figures obtained, however, were only for 16 children, as follows:

January—2 boys, 2 days each.
February—1 boy, 2 months.
February—1 girl, 9 months.
March—2 boys, 2 days each.
April—1 boy, 2 days.
April—3 girls, 2 days each.
May—1 boy, 2 days.
July—2 boys, 2 days each.
September—1 boy, 3 weeks.
December—1 boy, 8 days.
December—1 boy, 2 days.

In two of these cases the last names of the children were not given. No records were kept of these children other than those which the foster-mothers kept, and no case work seemed to have been done in any cases unless the families were already known to the United Charities. The foster-mothers simply billed the United Charities for the care of these children.

Only four children in the list of fourteen, whose names were given, were identified as being juvenile court children. The others were apparently children who had been given temporary refuge by the United Charities at the request of the police or those whose cases had been disposed of by local magistrates.

Early in the year 1928 this work was reorganized and by 1929 there was good cooperation established between the United Charities and the police for the temporary care of children. We do not know how many of these children are juvenile court cases, no plan of cooperation with the juvenile court has as yet been worked out, which would make the system suitable for the temporary care of children under the control of the court.

United Charities Home, Hazleton. There were sixty-four children under sixteen, 54 boys and 10 girls, detained in the United Charities Home at Hazleton during the year 1927. The age range for the boys was 9 to 15 years; the modal or most frequent ages were thirteen years, 13 boys; fourteen years, 16 boys; fifteen years, 10 boys. Thirty-two boys were held for two days and 16 for one day. Ten girls ranging from seven to fifteen years of age, were detained from one to seventy-three days. Three thirteen-year-old girls were held as follows: 1, eleven days; 1, fourteen days; 1, seventy-three days. (See Table 8.)

In addition, 20 children, 15 girls and 5 boys, above the age of sixteen, were detained during 1927. (See Table 9.)

Of the 64 children of juvenile court age, only seven were taken to juvenile court, the remaining 57 were otherwise disposed of. It is apparent here also that this service is not primarily for children detained for court hearing. This is due to two reasons: The police and local magistrates dispose of many of these cases before they reach juvenile court, and often are merely cases of emergency service. (See Table 10.)

Boys detained in this home awaiting court or police action are detained in cells in the basement. They are kept apart from other children in the home, which is an institution for dependent and neglected children. There are no facilities for recreation or play for these boys during the period of detention. There is absolutely no other provision but that of custodial care of the crudest sort. Supervision is nil.

Detention in Jail. There were 32 boys and girls detained in the county jail during 1927 pending court hearing. Twelve of these were boys ranging in ages from eleven to fifteen years, and 20 of these were girls ranging from thirteen to fifteen years of age. The boys were detained from 1 to 45 days, and the girls from 1 to 199 days.

Boys were detained in the men's section of the jail. Conditions under which the boys were detained were as bad as they are in any county jail.

Girls were detained in the State detention ward of the county jail, also known as the women's medical ward. The girls detained were often placed in the same cells with older women, who were being held for court for prostitution, sex offenses or violation of the health laws. During the year 1927, there were 42 girls detained, of whom 18 were under sixteen years of age. Nine were diagnosed positive for venereal disease; two of them were examined twice and diagnosed twice as infected. Nine were found to have no infection.

Girls detained here are not necessarily referred by the juvenile court, nor are they always under its supervision. The usual method of admission is for the physician of the State Department of Health, or for the State nurse, who is also secretary of the Social Hygiene Society, to obtain admission of the girl to the ward. The approval of the juvenile court is obtained later and is practically automatic. Some few cases are referred by the juvenile court direct.

The only trace of any organized effort to study the problems of detained children was found in the policy of the administrators of the State detention ward; all of the girls were examined for venereal disease and treated if that was necessary, but even this sound prophylactic measure, although it is an aid to the social study of the child's problem and protects the community from infection, should not be considered the one, or even the main purpose of detention. The social effectiveness of this program of detention is marred by the fact that very young girls are held here and given a jail experience during the process.

The following are illustrative cases of girls held in the State detention ward of the county jail, who were later sent to Sleighton Farm during the year this study was made:

Case No. 1. Aged 15. An illegitimate child. This girl was almost sixteen when she was committed to Sleighton Farm. Her mother had been committed to Retreat Mental Hospital, and the girl was sent to the detention ward because of "wild parties" in the house; complaint had been made by the neighbors. She was held in the detention ward two months before being sent to Sleighton Farm. Diagnosis as to venereal disease was negative; she had had sex experience. There was some doubt as to her mentality when committed; Sleighton Farm questioned whether she is or is not feeble-minded. She shows emotional instability.

Case No. 2. Aged 15. Placed in State detention ward through truant officer, who referred her to State nurse. Diagnosis for venereal disease was acute gonorrhea; she had had many sex experiences. The family was well known to the police.

Case No. 3. Aged 14. Attended Genito-Urinary Clinic after rape. After further sex experience, she was taken to the State detention ward, where she was diagnosed negative as to venereal disease. Sleighton Farm considers her of superior intelligence.

Case No. 4. Aged 15. The girl as well as her parents had venereal disease. Her mother was immoral and had been in jail. The girl was considered as not of high mentality.

Case No. 5. Aged 16. A runaway from home many times. First sex offense at fourteen. Diagnosis in the State detention ward was positive for gonorrhea. She was classed as a low grade moron.

Most of these girls had either a complete examination or thorough treatment for venereal disease, or both. However, social and psychiatric diagnosis was not complete according to information obtainable.

Wilkes-Barre Police Stations. Boys were held in the Wilkes-Barre police stations. These boys were not necessarily held for disposition by the juvenile court. Of the 109 boys detained, 102 were disposed of by the police. The detention in the lock-ups may have been only for an afternoon, or it may have been longer, as there were no figures concerning the period of detention. Ninety of the boys came from Wilkes-Barre itself and 19 from surrounding territory.

The boys were detained for the following reasons: 55 for larceny; 9 as runaways; 9 for malicious mischief; 3 for burglary; 2 as incorrigible; 2 for disorderly conduct; 1 for destroying property; 2 for sleeping out; 18 for investigation; 3 were held for other authorities, and 5 for reasons which were not recorded.

The ages ranged from nine to fifteen years; the most frequent or modal ages being ten, twelve, thirteen, fourteen and fifteen years.

There were only two girls held in the lock-up at Wilkes-Barre, one for disorderly conduct and one for larceny.

During the course of this survey, it was suggested to the city authorities that the women should be separated from the men and there should be separate quarters provided for lost and runaway children.

The State Department of Welfare was called in and made recommendations as to the way in which the new section should be built. On a recent visit to Wilkes-Barre, it was discovered that the new section had been completed. *Five of the cells were being used for boys.* The cells were clean and attractive; there was running water and toilet facilities in each cell. For the sake of sanitation there were no ordinary cots supplied, but the occupants were given bedding and slept on board bunks.

These newly built cells, which it was presumed were built for women, should never have been utilized as they are now for children arrested by the police or held for juvenile court.

Hazleton Police Station. Children were kept in the Hazleton police station, although it was impossible to ascertain the number of children held there on account of the lack of cooperation on the part of the chief of police. At the time of a visit to Hazleton, a boy was taken from the police station to Kis-Lyn. It is estimated from general information that about fifty children per year were held at the police station. Most of these did not reach juvenile court, but were disposed of by the Mayor of Hazleton or by local magistrates.

Luzerne County Industrial School for Boys. A few boys were kept in the Luzerne County Industrial School for Boys pending hearing. These were children brought to the superintendent from the Hazleton section or referred to the juvnile court. The superintendent rightly objects to keeping such children in the home before they are disposed of by the juvenile court, since they cannot properly be assigned to any special cottage. Some were kept in cells in the basement of one of the cottages.

Other Lock-up Facilities Throughout the County. It was reported that children had been held in lock-ups and State police barracks in various places in the couny: Kingston, Wanamie, Exeter, West Pittston, Plymouth, Hughestown, ec.

The children detained in the local lock-ups are in much worse situations than those detained in the jail, where they are protected and physically cared for, because the lock-ups have no facilities for proper care of children.

ILLUSTRATIVE CASES

Case No. 1. A girl kept in the State detention ward for some time was refused admission to the public school after she was returned home. The teacher's feeling was that this girl was now too experienced to mix with other children. Medical diagnosis for venereal disease was negative.

Case No. 2. A girl kept in the detention ward was sent to an institution for girls after she had been cleared of venereal disease. The institution receiving her states the girl is feeble-minded. Evidently no thorough examination of her mental condition had been made before her admission to the institution.

Case No. 3. A feeble-minded boy was detained in the police barracks for some time when his mother was arrested for immorality. The purpose of his detention was to give him refuge and to prevent him from getting into trouble.

Case No. 4. A girl detained in the police lock-up preferred serious charges against the police officer who had her under his care. Although no evidence was discovered that these charges were ever proven, it shows how undesirable the use of the lock-ups is for girls.

Case No. 5. Two boys brought to United Charities of Wilkes-Barre by a constable were handcuffed when they arrived.

Case No. 6. Boy was detained by squire in lock-up for one week, pending order of court. He was finally released by the judge and it was agreed that the boy would pay for the damage done to the automobile, which he had taken without permission.

COMMENTS ON THE CARE AND DETENTION OF CHILDREN AWAITING HEARING

Care pending hearing or detention should be the beginning of social and personality diagnoses and the first step in the process of rehabilitation, looking forward to the readjustment of the child to normal social life. The holding of boys and girls of juvenile court age in police stations, lock-ups, police barracks and the county jail, whether in the jail proper or in the medical ward, is open to grave criticism. It is just as contrary to the juvenile court act's spirit to

hold children in such places pending hearing as it is to commit them to these institutions for care. There are usually no facilities for the segregation of children from adult offenders in these places. A child kept in a lock-up or jail is in an unnatural environment and is likely to react in an unnatural way.

Detention of this kind is not only forbidden by statute, but also by common sense; it deals with children in a manner which does not differ from that in which adult offenders are treated. It also gives the child a wrong idea of the law's purpose in dealing with him and interferes with an intelligent study of his need and a proper settlement of his difficulty.

The type of detention and care provided in Luzerne County for children awaiting hearing and the attitude of public officials, reflect the need of community education for the care and treatment of children who get into difficulties.

Any system of detention whereby the police, or the officials having police power, may place and hold children in boarding homes of private societies, in institutions, and in detention homes, station houses or lock-ups, and release them when they think it advisable, is bad. Th detention policy should be controlled neither by the jail authorities or the police, nor by private social agencies. The decision as to detention, admissions and discharges should be in the hands of the juvenile court, its judges and its probation officers. The county commissioners should control the fiscal policy of detention places and the court should control the social policy, concerning the temporary care of children awaiting hearing, whether they remain in their own homes or are placed in temporary homes of private agencies or in special detention homes established by the county commissioners.

RECOMMENDATION

For the care of children needing close supervision and study, a small detention home, or rooms, should be established by the county commissioners at Wilkes-Barre for children of the Wyoming Valley area; the Home of the United Charities at Hazleton or some other suitable quarters should be utilized for the detention of such children in the southern section of the county. Any institution established should be properly equipped and have adequate facilities for supervision and recreation.

Temporary private homes, such as those of the United Charities at Wilkes-Barre, should be used for other types of children when they cannot remain at home and do not require segregation or rigorous supervision.

Medical and mental diagnosis should be provided for children in detention and for children awaiting hearing either in their own homes or in private homes.

Probation officers should be notified by justices of the peace and aldermen of all children arrested. Social investigations should be made of all such childrn so that the court may determine with the aid of its probation staff whether they should be detained in the detention homes or should be allowed to go home.

V. Judicial Action

(a) COURT HEARINGS

Juvenile court hearings were held Saturday mornings in open court room. The public was admitted. The judge sat at a table and the boy or girl stood

before him. Children brought before the court for the first time and the children reporting on probation as truants or delinquents, were in the court room at the same time. Proceedings were conductd in a quiet manner and one had to be in the front part of the room in order to hear what was going on. The probation officers, representatives of private agencies and Mr. Johnson, Superintendent of the Luzerne County Industrial School for Boys at Kis-Lyn, were present. The judge spoke in a simple, fatherly, humorous fashion to the children.

The judge apparently concentrated all the social work of the court in these hearings. He brought out information necessary for his decision by questioning the child and the representatives of the private agencies present. There was every attempt made by the judge to understand the child's difficulty and to make an adjustment that was to the best interests of the child.

Judge Fuller presents his own method of conducting a juvenile court hearing, as follows:

"The main purpose of the hearing is not to obtain a precise narrative of the particular offense, as in a criminal prosecution, but the general record and environment of the offender, so that the fundamental trouble can be diagnosed and the remedy selected. The operation requires patience, good temper, a suitable amount of joviality, kindness and not infrequently severity. There is just one general rule, to be very gentle all the time, but there are a few exceptions when a good cuffing, shaking or spanking, metaphorically speaking, are indispensable to produce a realizing sense of the law's majesty."

It was evident that the fact of the children's cases being held in the public court in the presence of others was a decided drawback to the proper conduct of the hearings. The lack of information presented to the court also seemed to slow up proceedings, since cases had to be continued when additional information was necessary for proper disposition.

(b) DISPOSITIONS

1. Routine Dispositions

The routine dispositions made by the judge of the juvenile court in 1927 were dismissal, probation and commitment to institutions. Probation may include reporting to the court as to school attendance. A special report card is provided by the court for this purpose. There were also a miscellaneous group of dispositions, such as held for the Grand Jury (in the cases of boys beyond juvenile court age and in cases of girls who were witnesses against men); dispositions deferred pending investigations; continued cases, etc.

2. Analysis of Dispositions

General Data. Three hundred two boys and twenty-seven girls, or a total of 329 children, were placed on probation; 219 boys and 52 girls, or a total of 271 children, were committed to institutions; 67 boys and 9 girls, or a total of 76 children, had their cases dismissed. All other types of dispositions were represented by 25 girls and 9 boys, or a total of 34 children.

It is interesting to note that 50 per cent of the boys were placed on probation, while only 27 per cent of the girls were placed on probation; 36 per cent of the boys were sent to institutions, while 52 per cent of the girls were sent to institutions. Although the group of boys was much smaller than the group of girls, there seems to be a greater tendency to send girls to institutions. This

is probably due to the fact that most of the girls were sex offenders, and that the community feels that girls should be segregated when they get into sex difficulties. (See Tables 4 and 5.)

When we compare judicial dispositions as a whole in terms of probation and institutional care, we find 46 per cent of the children, both boys and girls, were placed on probation, while 38 per cent were committed to institutions. The remaining 16 per cent are dismissed cases and miscellaneous dispositions. (See Chart 4.)

3. Special Studies of Dispositions

When we examine the special studies made of the 553 children in court for the first time in 1927, we find the following facts as to disposition: [1]

Boys in Larceny and Breaking and Entering Cases. There were 226 boys in this group; 153, or 67 per cent, were placed on probation (of these, six had been brought in two or more times during the year); 32, or 13 per cent, were sent to institutions; 23 of these were sent to Kis-Lyn, 4 to St. Michael's Industrial School and 5 were placed in the county prison.

Of the boys placed on probation, there were changes in dispositions in the cases of five; three were committed to Kis-Lyn, one to Huntingdon Reformatory and one to St. Michael's Industrial School. One of the boys committed to the county prison was later sent to Kis-Lyn.

The ages of the boys placed on probation ranged from seven to seventeen years. The most frequent or modal ages were 13 and 14 years. The ages of the boys committed to institutions ranged from 8 to 17 years. There were four boys under twelve years of age in the group committed to institutions who were brought to the court for the first time in 1927. These boys had never been placed on probation according to the records. This is not in consonance with the Juvenile Court Law, which requires that children under twelve years of age be placed on probation before being committed to institutions. (See Table 13.)

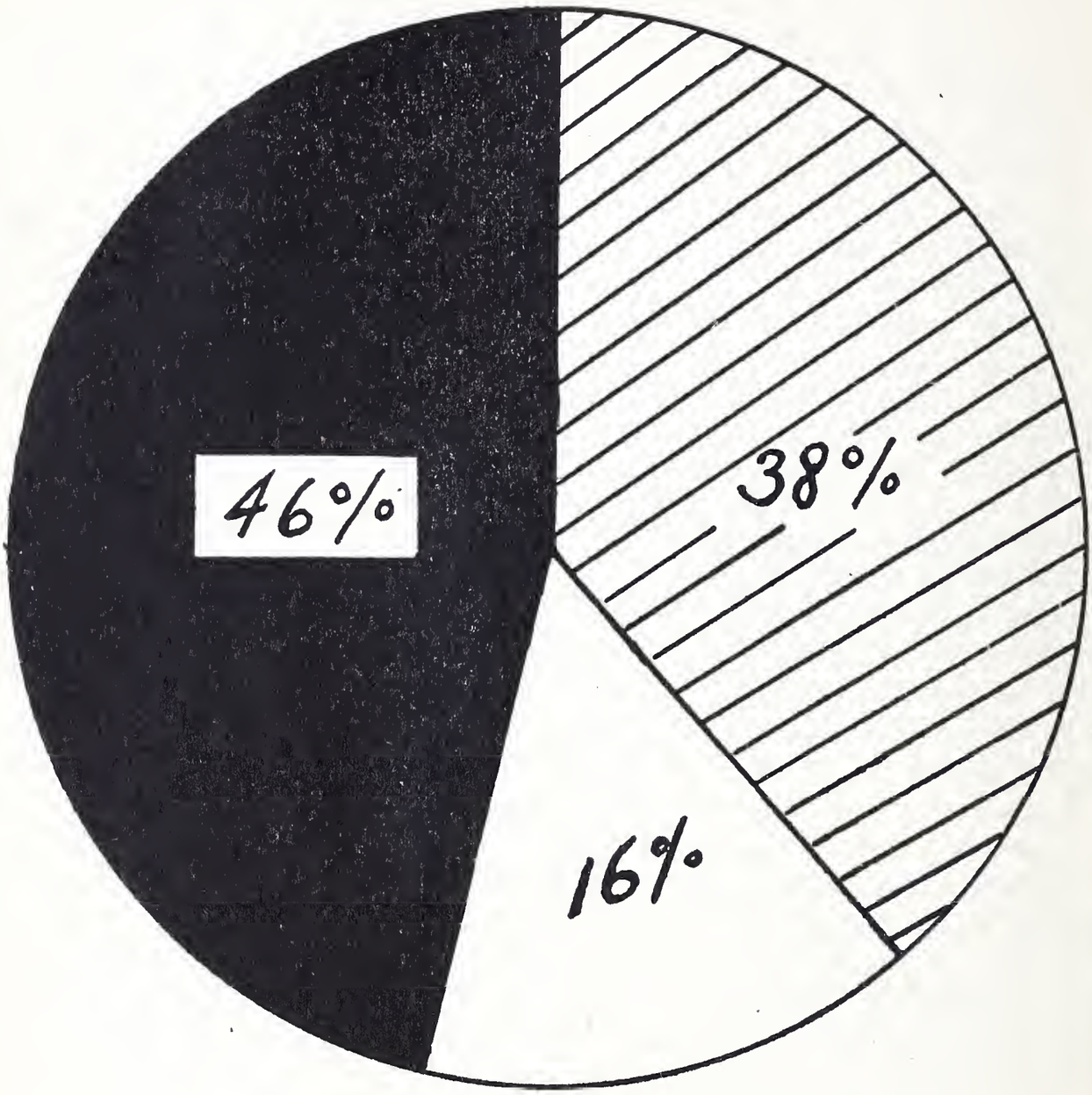
Truancy Cases. There were 78 boys in this group; 47, or 61 per cent, were placed on probation; of these, four had been brought in two or more times; 30, or 38 per cent, were sent to institutions; of these 17 had been brought in on two or more charges during the year, one of which was truancy. All the boys committed to institutions were sent to Kis-Lyn or St. Michael's Industrial School. One of these boys below twelve was in court for the first time in 1927. (See Table 14.)

Boys in Coal Picking or Railroad Trespassing Cases. There were 117 boys in this group. One-third of these were discharged or sent home and two-thirds were placed on probation. Sixty per cent of them were 12 years of age or under. Twenty-nine of the 117 boys were ordered to pay restitution as part of the probation. The restitution was for coal stolen and for larcenies of brass fittings, etc.; for thefts from box cars, etc., and for damage to railroad property. The restitution ranged as follows:

$5.00	1 boy	1.40	1 boy
3.50	8 boys	1.00	6 boys
2.50	5 boys	.50	6 boys
1.75	1 boy	.30	1 boy

[1] Dispositions were analyzed only for the 553 children in court for the first time in 1927.

Chart 4—Showing Institutional and Non-Institutional Care For Juvenile Delinquents and Incorrigibles: 1927



PROBATION

COMMITTED TO INSTITUTIONS

ALL OTHER DISPOSITIONS

One Polish boy of thirteen, attending fourth grade of school, was ordered to pay $5.00. Some of the boys making restitution in the amount of $3.50 and $2.50 were ten and eleven years of age. (See Table 15.)

Girls in Sex Offense Cases. Of the 26 girls brought in for sex offenses, 17 were sent to institutions and only three were placed on probation; one was placed in domestic service and the remaining five were referred to venereal and mental clinics. (See Table 18.)

Girls in Truancy Cases. Of the 18 girl truants, twelve were placed on probation, one of these was also to report to the clinic; two were committed to St. Stanislaus and two to Sleighton Farm; one was sent to the detention ward and one was dismissed. (See Table 17.)

Girls' Protective Cases. Of the eight girls in this group, four were sent to St. Stanislaus' Orphanage; one was privately placed; one was sent to the detention ward and one was dismissed. (See Table 19.)

Boys and Girls Above Juvenile Court Age. There were also special studies made of 114 boys and girls above the juvenile court age; of the children in this group, 92 were boys and 22 were girls.

Boys. Of the 92 boys in this group, 39 were in court for the first time in 1927. One-half of them were sent to institutions; 25 per cent were placed on probation. The higher rate of commitments to institutions of these older boys was probably due to the fact that they committed more serious crimes than the younger boys. (See Table 16.)

Girls. Of the 22 girls in this group, 12 were sent to institutions, and only 5 placed on probation. There were miscellaneous dispositions in the cases of five others, including bond to keep the peace, report to clinic, continued, for commitment to institution for feeble-minded, etc. Most of these girls were sex offenders. (See Table 20.)

4. Analysis of Institutional Dispositions

Boys in Court For the First Time in 1927. An analytical study was made of all boys presenting conduct and non-conduct problems in court for the first time in 1927, in respect to their institutional dispositions. One hundred thirty-eight placements were made of 119 boys. Seven were brought in during the year on two or more charges and had more than one institutional placement.

Institutions. The placements were as follows: Luzerne County Industrial School for Boys, 84; St. Michael's Industrial School (White's Ferry), 30; St. Patrick's Orphanage, 2; Home for Friendless Children, 2; St. Stanislaus' Orphanage, 1; Mercy Hospital, 1. Two boys above 16 were sent to Huntingdon Reformatory. Sixteen boys, 8 below juvenile court age, and 8 above, were sent to jail.

Ages. The ages of the boys placed in institutions for delinquents ranged from 8 to 17 years. The ages of boys placed in institutions for dependents ranged from 3 to 8 years. The modal or most frequent age in the placements of the 119 boys was from 10 to 15 years. There were fourteen boys at the age of ten; 12 at the age of eleven; 17 at the age of twelve; 22 at the age of thirteen; 21 at the age of fourteen; 13 at the age of fifteen.

Boys in the County Jail. There were 16 boys sent to the county jail; their ages were from 13 to 17 years, as follows: 4 boys thirteen years old; 3 boys fourteen years old; 1 boy fifteen years old; 4 boys sixteen years old; 4 boys seventeen years old. Eight of them were below juvenile court age. (See Table 6.)

The custom of placing older troublesome boys in the county jail for short periods is followed in this county, although it is contrary to the Juvenile Court Act when they are below sixteen and is always bad social practice. These boys are listed under institutional placements, because all of them, whether they were above or below sixteen, were sent to jail through the juvenile court.

Placements in Luzerne County Industrial School for Boys at Kis-Lyn and St. Michael's Industrial School at White's Ferry. These homes are for boys presenting conduct problems and therefore in need of special training. There seems a marked difference between the type and also the age groupings of the boys sent to the Luzerne County Industrial School for Boys and to St. Michael's Industrial School. The first seems to have more of the older boys presenting serious conduct problems, while the second has the younger boys. The age range of the boys at the Kis-Lyn institution is from eight to seventeen years, and for those at White's Ferry from eight to thirteen years.

Dependent and neglected children are also sent to them at times by the court. Of the thirty boys sent to St. Michael's Industrial School, eleven were in this class: Seven, dependent; three, dependent and neglected; one, dependent and incorrigible.

Of the 84 boys in court for the first time in 1927, and sent to Luzerne County Industrial School for Boys, 21, or one-fourth, were primarily dependent and neglected: thirteen, dependent; five, dependent and truant; one, dependent and neglected; one, dependent and incorrigible; one, dependent and delinquent.

Girls in Court for the First Time in 1927. Twenty-three girls in this group, presenting conduct and non-conduct problems, were placed in thirty-four institutions, as follows: Nine to St. Stanislaus' Orphanage; 3 to St. Joseph's Home; 3 to St. Patrick's Orphanage; 8 to Sleighton Farm; 2 to Crittenden Shelter; 9 to State detention ward in the county jail. Girls sent here were placed for temporary care, either for medical treatment or pending placement to institutions. It is interesting to note that most of the girls placed in institutions go to local institutions; less than one-fourth of the placements were out of the county.

Ages. One of these girls was twelve years old; one was thirteen; four were fourteen; three were fifteen. (See Table 7.)

Girls' Old Cases. Two girls fourteen and fifteen years of age in 1927, with old juvenile court histories before that year, had a total of eight placements in a period of three years. One of these finally ended at Pennhurst Institution for the Feeble-minded in 1927, and the other's final disposition in 1927 was Sleighton Farm. (See Table 7.)

Disposition of Dependent and Neglected Children in Court for the First Time in 1927. When we analyze the cases of dependent and neglected children alone, we find there were 59 children, comprising 43 boys and 16 girls. Nine were released to families, relatives or social agencies; 46 were sent to institutions; 11 to St. Michael's Industrial School; 21 to Luzerne County Industrial School for Boys. Three cases were not reported and one was discharged by the court.

The following cases illustrate the types of problems in the cases of dependent and neglected boys sent to institutions for delinquent and incorrigible children.

All were boys who were sent to Kis-Lyn:

Case No. 1. Feeble-minded, age sixteen; father sickly, mother immoral.

Case No. 2. Age fifteen; father drunkard, mother dead; placed as dependent.

Case No. 3. Age thirteen; placed as dependent after death of mother and father, who were both heavy drinkers.

Case No. 4. Age thirteen; father in jail, mother dead; placed because he did not go to school.

Case No. 5. Three brothers, ages fourteen, twelve and ten; father dead, mother dead; placed as dependents.

Case No. 6. Age twelve; father drinks, mother dead; placed as dependent.

Case No. 7. Age eleven; father dead, mother in detention ward; known as "good boy;" placed as dependent.

Case No. 8. Two brothers, ages twelve and eleven; father deserter, mother dead. Transferred because they had reached the age limit in Home for Friendless Children.

Case No. 9. Age eleven; taken out of Home for Friendless Children by grandmother; later placed as dependent.

Case No. 10. Age ten; father deserter, mother works; transferred because he had reached the age limit in Home for Friendless Childrn.

Dependent and neglected boys in need of special training or adjustment are being sent to St. Michael's Industrial School and the Luzerne County Industrial School for Boys at present because there are no facilities for home finding in the community or because the existing institutions for dependent and neglected children do not have adequate facilities for their care and supervision.

These two institutions are doing an unusual job in the county and are making every effort to give individual care to children, but the placing in these institutions of dependent and neglected children, for whose care they are not specially equipped places a heavy burden on their administrators. Segregation becomes a complex problem. It is also contrary to statutory enactments forbidding the commitment of dependent and neglected children to institutions for delinquents. The plans under way for developing home-finding resources and for a case work admission program on the part of the institutions of the county for dependent and neglected children will do much to rectify this situation.

5. Use of Mental and Venereal Diagnoses in Making Dispositions

The following analyses of the dispositions of boys and girls cases, giving the recommendations of the Mental Health Clinic, the diagnosis of the State Genito-Urinary Clinic and disposition by the court, show the relationship between the disposition and the mental examination in boys' cases and the mental and venereal examination in girls cases:

BOYS

Case No. 1. Mental age five years; very low grade to remain at large in community; recommended to be sent to Pennhurst; no disposition given.

Case No. 2. Mental deficiency; high grade moron; Mental Health Clinic recommends physical care and keep from school; placed on probation.

Case No. 3. Mental deficiency, low grade moron; Mental Health Clinic recommends period of training in Kis-Lyn to remove child from home surroundings; disposition was report to school and probation to make restitution.

Case No. 4. Mental deficiency, moron, mental age eight years, eight months; recommended for ungraded school work; diagnosis of Genito-Urinary Clinic was congenital lues and Wassermann test was recommended; disposition deferred to make investigation.

Case No. 5. Mental deficiency, borderline; severe mental retardation; recommended for ungraded school work; disposition was Kis-Lyn for one week and go to school later.

Case No. 6. Mental retardation, slightly less than a year; Mental Health Clinic recommended removal of tonsils; diagnosis of Genito-Urinary Clinic recommended Wassermann test; disposition was placement in White's Ferry.

Case No. 7. Normal intelligence; Mental Health Clinic recommended understanding discipline; disposition was placement in Kis-Lyn.

Case No. 8. Normal mentality; Mental Health Clinic recommended examination for tuberculosis and possibly placement in tuberculosis sanatorium; the disposition by the court was for the child to report to the clinic.

Case No. 9. Mental deficiency, low moron; Mental Health Clinic recommended commitment to Pennhurst; disposition was placement in Children's Home.

Case No. 10. Mental deficiency; moron; Mental Health Clinic recommended a retest at the age of six years; disposition was placement in Children's Home.

Case No. 11. Borderline moron (pre-dementia praecox make-up); Mental Health Clinic recommended hospitalization for six weeks; question of chronic appendicitis, chore; disposition was placement in Kis-Lyn temporarily.

Case No. 12. Mental retardation, psychopathic personality; Mental Health Clinic recommended boarding away from home, too much interference; disposition was placement in Kis-Lyn and he was released four years later.

GIRLS

Case No. 1. Inferior adult; Mental Health Clinic recommended Sleighton Farm; diagnosis of the Genito-Urinary Clinic was gonorrhea; disposition by the court was placement in Sleighton Farm.

Case No. 2. Inferior adult; recommended that she be sent to Muncy for training; disposition by the court was placement in Muncy.

Case No. 3. Inferior adult; does not need institutional training; to report to a clinic.

Case No. 4. Inferior adult; Mental Health Clinic recommended Sleighton Farm; diagnosis of the Genito-Urinary Clinic was gonorrhea; disposition by the court was placement in Sleighton Farm.

Case No. 5. Inferior adult; recommended to be placed in Sleighton Farm; placed in Sleighton Farm by the court.

Case No. 6. Inferior adult; Mental Health Clinic recommended working home or Sleighton Farm; diagnosis of Genito-Urinary Clinic was gonorrhea; disposition by the court was placement in Sleighton Farm.

Case No. 7. Incipient praecox; Mental Health Clinic recommended prolonged training at Muncy; diagnosis of Genito-Urinary Clinic was gonorrhea; disposition by the court was placement in Muncy.

Case No. 8. Mentally deficient; Mental Health Clinic recommended Laurelton; waiting list for placement in Laurelton.

Case No. 9. Mentally deficient; Mental Health Clinic recommended institutional care, mental age too low for admission to Sleighton Farm; court disposition was placement in St. Stanislaus.

Case No. 10. Mentally deficient, imbecile grade; allowed to go home while waiting for placement in Laurelton.

Case No. 11. Mentally deficient, low grade moron; Mental Health Clinic recommended Laurelton State Village for women of child-bearing age; Genito-Urinary Clinic diagnosis was gonorrhea; disposition by the court was the House of Good Shepherd, St. Joseph's Foundling Home (pregnant).

Case No. 12. Mentally deficient, low grade moron; recommended for Laurelton; diagnosis of Genito-Urinary Clinic was gonorrhea; disposition by the court was Sleighton Farm.

Case No. 13. Mentally deficient, low grade moron; Mental Health Clinic recommended commitment to Laurelton State Village; disposition by the court was House of Good Shepherd.

Case No. 14. Mentally deficient, borderline moron; Mental Health Clinic recommended Muncy for training; diagnosis of Genito-Urinary Clinic was gonorrhea; disposition by court was House of Good Shepherd, Sleighton Farm and Muncy.

Case No. 15.—Mentally deficient moron; Mental Health Clinic recommended Laurelton State Village; diagnosis of Genito-Urinary Clinic was gonorrhea and a Wassermann test recommended; placed on waiting list for Laurelton.

Case No. 16. Mentally deficient moron; Mental Health Clinic recommended that she be trained for domestic duties; court disposition was placement in the House of Good Shepherd.

Case No. 17. Mentally retarded about one year; Mental Health Clinic recommended Sleighton Farm; court disposition was placement in the Florence Crittendon Shelter.

Case No. 18. Mentally retarded; Mental Health Clinic recommended that she be separated from mother; disposition by the court, allowed to go home and report to clinic.

Case No. 19. Normal intelligence; Mental Health Clinic recommended removal of tonsils and dental care; placed in working home.

Case No. 20. Normal intelligence; psychopathic personality make-up; Mental Health Clinic recommended Muncy for training; disposition by the court was placement in House of Good Shepherd, State detention ward and Muncy.

Case No. 21. Normal intelligence, one year retarded; Mental Health Clinic recommended Sleighton Farm or working home; Genito-Urinary Clinic diagnosis was gonorrhea; disposition by court was placement in Sleighton Farm.

Case No. 22. Normal intelligence; Mental Health Clinic recommended Sleighton Farm; placed in Sleighton Farm.

Case No. 23. Normal intelligence; Mental Health Clinic recommended Sleighton Farm; diagnosis of Genito-Urinary Clinic was gonorrhea; placed in Sleighton Farm.

Case No. 24. Normal intelligence; Mental Health Clinic recommended Sleighton Farm; placed in Sleighton Farm.

Case No. 25. Normal intelligence; Mental Health Clinic recommended Sleighton Farm; diagnosis of Genito-Urinary Clinic was gonorrhea; placed in Sleighton Farm.

Case No. 26. Normal intelligence, borderline; Mental Health Clinic recommended Sleighton Farm; placed in Sleighton Farm.

Case No. 27. Normal intelligence, hyper-thyroidism; Mental Health Clinic recommended that she be removed from school; disposition by the court was removal from school.

Most of the diagnoses of the Mental Health Clinic and the Genito-Urinary Clinic *were not* made at the request of the court; the children came to these clinics through other sources, and were then referred to the court for action.

The placing of children in Laurelton and Pennhurst Institutions presents grave difficulties because of the lack of accommodations in these institutions. This seriously complicates the problem of the court and the clinics. Because of the lack of facilities for home supervision, mentally deficient children who are allowed to stay at home get very little follow-up or guidance, and are apt to get into trouble again and again.

COMMENTS ON DISPOSITIONS

The study of dispositions as a whole shows a very high rate of institutional care for children. The facilities for home care and supervision and placing out are not developed well enough to allow for any other kind of program. There may be a great many children in the county needing placing out and institutional care, but it is impossible to demonstrate this because the present facilities for diagnosing and studying the problems of these children and for their home care are inadequate for the task. Were these facilities developed, it may be that fewer children would need to be removed from their own homes.

Dependent children who are not brought to court are usually left in the care of poor boards or private agencies. Any program looking forward to the

development of a non-institutional policy of care depends on a policy worked out by these public and private agencies. The development of a well equipped probation system, on the other hand, may help to reduce the stream of incorrigible and delinquent children entering the institutions.

VI. Social Treatment

(a) PROBATION

The treatment given by probation officers to delinquent and incorrigible children on probation, or to dependent and neglected children under supervisory care, is negative in character. The probation task seems to be merely to see that it does not become necessary to bring children back into court again. While the efforts of the probation officers in this direction are praiseworthy and not to be minimized, it is, however, not to be considered the one and only aim of the probation job.

There is no organized system of supervision of probationers. Each probation officer supervises cases according to his way or her way of dealing with the problem.

The cases referred by local agencies, whose secretaries are volunteer probation officers, are supervised by these agencies. These agencies are also subsidized by the county to do charitable and correctional work, but there seems to be no definite understanding as to the character of the charitable and correctional work they are to do. However, subsidized family agencies at Nanticoke and Pittston have been undertaking as one of their functions the supervision of boys and girls who are on probation and who are often members of families known to these agencies. In Nanticoke and Pittston, children on probation report to the office of these agencies; home visits are also made by them. There are no regular reports made to the juvenile court of the progress of children under their care.

Many of the children on probation in Hazleton are known to the social agencies there. They, however, receive no special supervision as probationers either from the local agencies or probation officers.

The children of Wilkes-Barre and its environs are usually supervised by the local probation officers. They use no regular system of home visiting or reporting and no record of any kind is kept of supervision; reports are usually made by the children on probation to the judge in open court when the probation officer is present. This constitutes practically all the supervision in boys' cases. In girls' cases home visits are more regularly made.

If a child is placed on probation to make restitution for stolen property or reparation for damaged property, he or she makes it to the probation department.

In progressive juvenile courts, probation officers feel that it is necessary to make the first contact with the child in his home and to make weekly visits to children when they are first placed on probation, gradually lengthening the intervals between the visits until supervision is no longer necessary; then discharge from probation is recommended. Probation officers also find it important to keep in touch with the child's parents, teachers, and those who guide the lives of their probationers. They make recreational and social contacts for the child as part of the plan of rehabilitation. The advice of physicians, psychologists, clergymen and cooperating social workers is used to develop plans for readjustment.

A similar system of adequate supervision of probationers should be developed in the probation department of Luzerne County. There should be a regular routine of supervision with records kept of supervision given. The social agencies receiving subsidies from the county, and whose officers are appointed as volunteer probation officers of the court, should also make regular reports to the court or the probation department and render an accounting of their stewardship and of the service which they give to juvenile court children. The whole system should be under the direction of a chief probation officer, making proper assignments of cases to a staff and to agencies giving special cooperative services for which the county subsidizes them.

The study has shown that most of the boys placed on probation are in the pre-adolescent group and were placed under extra-mural care or probation following the commission of acts of lawlessness against property; proper supervision to supplement the regular reporting to court, with follow-up and guidance of the boys in their own home environment by the probation department, is essential if probation is not to be more than "another chance." Similarly, the study has shown that girls are usually placed on probation because of waywardness. Such girls released on probation should also be followed up by a probation officer, nor should supervision be limited to the medical follow-up of the Social Hygiene Society and the State Clinic; the probation department should supervise such girls and if follow-up is turned over to another agency, it should remain in close touch with the worker supervising the girl.

(b) UNOFFICIAL CASES

In many courts probation officers deal with, dispose of, and even follow-up many children's cases "unofficially." Children whose cases need the attention of the authorities because of bad conduct at home, or in the community, or because of mild delinquencies are dealt with in this way. The officers make unofficial adjustments with the approval of the judge, but without court action. It prevents children from having needless records of court and police dispositions against them, and saves them from unnecessary court experience. Repeated court and police experiences are, in themselves, bad for children. Some become hardened and blase about the seriousness and dignity of court action, others are keenly humiliated by police processes. A number of judges have developed the practice of not bringing children before them except for matters that cannot be settled without recourse to court hearings. Trivial offenses, minor cases of malicious mischief, petty stealings involving limited culpability and trifling amounts, unruliness, etc., are dealt with by the probation officers, provided the prosecutors, citizens or parents, etc., are willing to make an adjustment. The probation officers reach an agreement with them which is approved by the court. Often prosecutors and parents bring charges against children which they may wish to withdraw after discussing the matter with a probation officer. Sometimes the probation officers follow up cases in an informal and friendly way when the children need it.

In Luzerne County the probation officers make practically no unofficial disposition of cases. They may sometimes turn down complaints presented to them, but this is very rare. The probation staff deals altogether with a child after official action is taken by the court. Fewer children would be disposed of unnecessarily by the police if this system, restrained within bounds determined by the court, were developed, based on good case work and proper in-

vestigation. Much of the judge's time would be saved; at present he makes many petty adjustments in trifling offenses, coal picking, petty breaches of conduct, etc.

It is recommended that probation officers be permitted to dispose of selected types of cases unofficially with the approval of the court, listing for court hearing all cases not approved of for unoffcial disposition. If this system were combined with the appointment of probation officers for outlying districts at Hazleton and other points at some distance from the county seat, it would prevent the illegal handling of children's cases by town officials and the police in these localities.

(c) INSTITUTIONAL CARE

An important function of the probation department in reference to institutional care is that of taking children to institutions. Mr. Roberts takes boys to boys' institutions and Mrs. Harding takes girls to girls' institutions. The probation officers give the institutions such information as they have; this, as has been already noted, is very limited. Summaries of mental health records are forwarded by the clinic; summaries from the records of the State detention ward and the State Genito-Urinary Clinic are transmitted to the institutions through Miss Lofus, who is the secretary of the Social Hygiene Society and also in charge of the social work of the detention ward and the clinic.

INSTITUTIONS

Two of the institutions receiving juvenile court children were visited:

St. Michael's Industrial School. This is a Catholic institution of a congregate type. Father Caulfield is managing director. He was an engineer before entering the priesthood, and has developed industrial work of an extensive character at the institution. The nun in charge is very much interested in children. The children seem very carefully supervised and the diet seems well regulated.

The Luzerne County Industrial School for Boys at Kis-Lyn. This is a Luzerne County institution, supported by public funds. It is conducted on the cottage plan. The superintendent, Mr. Johnson, who was formerly secretary of the Y. M. C. A. at Wilkes-Barre, has been with the institution for many years, assisting in its establishment; he built it up from an institution of four cottages to the present one of ten cottages.

Discipline at the institution and its management is entirely in his hands; he, himself, is responsible to a Board.

Agricultural work is stressed. There is a large farm area and the boys seem to receive very excellent training here in a wide variety of farm work. They also work in the shop, laundry, bakery and dairy. They make butter, build roads, do domestic work, shop work and horticultural work in the garden, hothouse and orchards.

There were 254 boys in the various cottages at the time of the visit, ranging from six to sixteen years of age. Boys are received from other counties; at the time of the visit there were twenty-seven boys from counties outside of Luzerne County, as follows: 23 from Lackawanna; 1 from Lycoming; 1 from Schuylkill; 1 from Susquehanna, and 1 from Wayne.

One hundred two of these boys came from "broken homes" and had one parent or none; 86 had one parent, and 16 were orphans.

There is a receiving cottage; this cottage had 38 boys at the time of the visit. The boys are assigned to cottages in accordance with personality and possible adjustment to the house father and mother and to the other boys.

In the basement of one of the cottages is a cage for runaway boys and for boys held for juvenile court. These boys receive their meals in the cells. They are taken out for exercise by the cottage father.

The boys who have been committed are allowed a great deal of freedom during the time in which they are not working or studying.

COMMENT

The intake policy of the two institutions visited is not now determined by a consideration of the problem of the child being admitted. However, there is a movement on foot on the part of the institutions of the Catholic Diocese, including Luzerne County, to develop a case work policy of admission, which should be for the greatest value to the juvenile court. It will help to fit the institution to the child.

Such a casework policy would be aided if all children admitted to these institutions were first examined by a Mental Health Clinic properly equipped for personality studies.

A plan of case treatment should also be developed by the institutions so that each child after he is admitted may receive the best guidance and treatment for his particular needs. It is a question now whether these two institutions, which receive so many dependent and neglected children, can take care of these children properly without greater facilities for segregation and for special treatment if this policy is to continue.

(d) CASELOAD

According to the Juvenile Court Standards, published by the United States Department of Labor, Children's Bureau, 1923, "Not more than fifty children should be under the supervision of one probation officer at any one time. The probation officer handling girls should be assigned a smaller number." The figures indicate that the caseload of the two probation officers, Mr. Roberts and Mrs. Harding, doing field work with juveniles is heavier than this. Mr. Roberts states that there are fifteen to twenty new cases every week in the juvenile court to be divided between himself and Mrs. Harding, in addition to his non-support and adult collection cases, and Mrs. Harding's domestic relations cases.

These figures deal with charges and not individuals and cannot be used to gauge case load. However, the number of new cases per year give some indication of the case load. There were 553 new cases during the year for the two probation officers. This should mean an average of 46 new investigations for both of them each month. *Since twelve new investigations per month in addition to the regular case load is considered a maximum number, it is evident that the probation officers are carrying almost twice as many new investigations per month as they should in order to do satisfactory work.* It is also necessary to bear in mind that the probation officers also deal with adults and non-support cases.

The probation officers staff is too small to keep in touch with all the children through home supervision, as well as office supervision. The caseload standard suggested by the Children's Bureau presupposes much more intensive work

than the probation staff does at present. This intensive work of investigation and home supervision is, however, essential for good case work and should be held in consideration when estimating the number of officers needed to carry the caseload.

COMMENT ON SOCIAL TREATMENT

An examination of the treatment accorded children shows that institutional treatment is extensively used and facilities for home supervision are lacking. Children allowed to remain in their own homes are not properly followed-up because of an inadequate probation staff and children are also generally placed in institutions and not in private homes, when they are taken away from their own families.

The keen social interest of the judges in the general problems of child welfare and in the individual problems of children, provided the basis for the development of a policy of social treatment based on the best interests of each child. For this, the judges need the assistance of an adequately staffed probation department with *more and much better trained officers* to aid them in dealing with the children's problems which they must meet from day to day in the juvenile court. It will then be possible to give the much needed supervision to children on probation; to develop a sound policy for the placement of children in institutions and private homes and to enlist the complete co-operation of the community in the carrying out of the court's plans for social treatment of children.

VII. Co-operation and Exchange of Service

There is no organized plan of co-operation between the probation officers and the social agencies. The co-operation is fairly limited to those agencies who bring cases to court and to those who offer supervisory services for the probationers, as has already been noted. The other contacts are casual and usually made when the agencies appear in court on cases.

The juvenile court does not use the Social Service Exchange of the Community Welfare Federation. The Exchange is the central agency in the county for the identification of cases known to two or more agencies. This identification, if it is followed up with conferences between the agencies, would avoid the overlapping of work. Although many of the juvenile court cases are known to other agencies, the court does not use the Exchange to prevent duplication and overlapping of its work with that of other agencies.

The many social and health agencies of the county could be of service to the probation staff in their plans for investigation, treatment and supervision of probationers, because of their knowledge of the court's clients, many of whom are also clients of the social agencies.

A test of good probation work is the use which probation officers make of the social resources of the community in their plans for the clients of the court placed in their charge for investigation or supervision.

The court and the private social and health case working agencies were found to have many cases in common. All the cases studied were registered in the Social Service Exchange with the court's permission. Two hundred seventy-four, or 39.2 per cent, of all the children's cases studied were identified by the

Social Service Exchange, as known by one or more of the private agencies of the county. Thirty-five and two-tenths per cent came from the Welfare Federation territory and four per cent came from outside this territory; this last group, however, came from the northern part of the county, mostly in the Wyoming Valley region.

There were also identifications supplied by the Hazleton Social Service Exchange. This exchange is new and the number of cases were too few to be interpreted statistically, but quite a number of the juvenile court children were known to the social agencies of Hazleton.

A special study was made also through the Social Service Exchange of the Community Welfare Federation of children coming from "broken homes" in order to determine how many were known to social agencies. One in every two of these "broken homes" families in which there were juvenile court boys also, were registered by family agencies; one in every four of them were registered by health agencies and one in every twenty-five of them were registered by the Mental Health Clinic. When we consider the girls, one in every three of the "broken homes" families containing juvenile court girls were registered by family agencies; one in every three by health agencies and one in every seven by the Mental Health Clinic. (See Chart.)

This surely indicates there should be close co-operation between the court and the social agencies in dealing with case problems. It also shows the Welfare Federation and the Social Agencies of Luzerne County have a stake in the efficient treatment of children in difficulty with the law or in need of its protection.

The court should register its children's cases in order to obtain information for the investigation of children's difficulties, for aid in the supervision of children released and in order to develop a co-operative plan in each child's case, worked out in conjunction with the interested social and health agencies.

(b) COMMUNITY AND PUBLIC AGENCIES

Schools. The most important public agencies with which the court has intimate contact are the public schools. The schools use the court as a last resort in matters of truancy. There are four other steps which the Wilkes-Barre schools undertake before they call upon the court. They have the children see the teacher after school; they also have the child report each Saturday to the school attendance department, which holds sort of an informal court to settle questions of truancy. If this is not successful, they change the school or send the child to a special school. Should the child still be delinquent, they arrest the parent. In cases where the arrest of the parent does not bring results, the child, himself, is then brought to court. *Judge Fuller has demanded that the schools make the parents responsible before the children are brought into court.*

In addition to attendance officers, the Wilkes-Barre school department has a trained nurse, who makes contacts between the home, school and social agencies. The schools use the Mental Health Clinic for all psychological examinations.

There has been no development of a home and school visiting or visiting teacher work in this county. The school authorities do not seem to have considered visiting teacher work specifically, although it has been discussed. They, however, feel that the school authorities should have some measure of control

over petty delinquencies. It would seem to be better should the school activity take the direction of a task of guidance and adjustment in the nature of visiting teacher work in the children's homes, leaving the actual adjudication of problems to the courts. At present the main object of the truancy and home-visiting work is to keep up the percentage of school attendance. The personal problems of the school children have not been studied as individual social problems.

Judge Fuller has established a special service for the children of the Plymouth schools. The children of Plymouth, who are truants, must report to a volunteer worker, the head of a large manufacturing establishment in the town, who interviews the children and holds informal court for them. The children report regularly to his office and he keeps in touch with them, turning over reports of their behavior and school attendance through the local truant officer.

Police. None of the towns of the county have any women police officers. This question has been discussed in Wilkes-Barre, but has never been satisfactorily worked out. The Mayor at one time was interested in having a city social worker; other groups, especially the women's clubs, wanted a woman police officer. It might be helpful in the line of this study for the local communities to again consider the question of whether a woman police officer is necessary.

Many towns of the size of Wilkes-Barre throughout the State have women police officers who work successfully in co-operation with the county courts and city authorities for the prevention of juvenile delinquency, especially in girls' cases. This would be important to consider when we recall the great number of girls coming to the juvenile court. The function of the women police officers should be carefully considered apart from the function of probation officers and other county or State officials.

Poor Boards. The Poor Boards co-operate with the court and the social agencies of the county in the treatment of dependent children.

Each director of the Central Poor Board at Wilkes-Barre has his own district and makes arrangements for placing his own children through private social agencies. In 1927, there were three investigators at the command of the directors to make investigations in such cases. In 1929 there were five investigators. When children are placed out, the Poor Board pays sixty cents per day, and at times also provides clothing, etc. Most of the children are sent to institutions or placed out through the United Charities of Wilkes-Barre.

(c) GRANTS FROM LOCAL AND COUNTY FUNDS TO PRIVATE SOCIAL AGENCIES

Poor Board Grants. The Central Poor Board, the Pittston-Jenkins Poor Board and the Hazleton Poor Board, give grants to private social and health agencies taking care of cases for them. These grants are based on the kind of service rendered and the number of cases or individuals cared for. The private agencies bill the particular Poor Board for specific cases, some of the Poor Boards estimate the value of the service given and allocate a lump sum payment. No detailed reports are published by the Poor Boards, however, concerning specific services given for lump sum grants.

County Grants. The county gives lump sum grants to certain private agencies. In 1927, the County Controller in his report listed grants as follows:

United Charities, Wilkes-Barre, Hazleton, Pittston and Nanticoke $16,200.00

In the body of this study an attempt is made to analyze the various types of generalized service which different agencies give in return for grants, such as home-finding for boys and girls, supervision of juvenile court cases, temporary care in private homes or in institutions of children lost, cruelly treated, neglected, arrested or awaiting court hearing. However, the Controller's published report gives no indication as to the purpose for which the moneys are expended, except for the very general one of Charities and Corrections. This gives the citizens no understanding of the service actually rendered by the agencies receiving the grants, nor of the service which the county authorities expected them to render when they allowed the grants. However, it is claimed by some of the agencies, such as the United Charities of Wilkes-Barre, that the services rendered are in excess of the grants.

COMMENT

Detailed reports of the specific use of these grants made by the Poor Boards and the county would not only give taxpayers a proper accounting of a stewardship, but would also educate them as to the county's philanthropic needs.

SECTION C—FAMILY RELATIONS

I. The Courts

The courts of the county dealing with family relations are the justices of the peace and aldermen's courts and the Quarter Sessions Court.

(*a*) *Justices of the Peace and Aldermen's Courts.* The justices of the peace and aldermen presiding over the courts *not* of record deal with a number of family problems; they settle many cases that are not held for the court of record, the Quarter Sessions Court. These minor courts have no authority to make orders for support of wives, children, incapacitated parents, etc. All such cases must be held for Quarter Sessions Court. However, unless there is a desire on the part of the defendant to take the case to the higher court, cases of family rows, abuse of wives by husbands, etc., are often settled by justices of the peace and aldermen.

(*b*) *Quarter Sessions Court.* In Luzerne County there is no separate court of record for dealing with family relations, domestic difficulties and non-support or desertion. These matters come before the Quarter Sessions Court.

Non-support and desertion cases are heard under the authority vested in the Quarter Sessions Court by the Act of April 3, 1867, P. L. 78, as amended and supplemented to date. This proceeding requires neither a grand jury indictment nor a trial by a jury.

The Poor Law Act of 1836, Sections 28 and 29, as supplemented and amended to date and its codification, the General Poor Relief Act of May 14, 1925, P. L. 762, are also utilized in these cases.

The support of illegitimate children is taken care of by this court by virtue of the Act of 1860.

Non-support or desertion of aged or incapacitated parents is within this court's jurisdiction by legislation passed in 1895, the Act of June 15, 1895, P. L. 269.

Questions of non-support and desertion are taken up at special hearings at which the judge is sole arbiter.

Desertion cases can also be tried as misdemeanors as provided by the Act of March 13, 1902, P. L. 206, if necessary. Such cases are heard in the regular criminal court; a Grand Jury indictment is necessary and the trial is conducted with a jury. This proceeding is largely used in extradition cases, where the defendant has escaped the jurisdiction and also in "wilful and malicious desertion."

Cases of cruel treatment, assault and battery, threats, etc., are heard in the regular criminal session of the court with a jury, as provided for by the common law and special statutory enactments.

(*c*) *Judges.* It is the practice of the President Judge of the Luzerne County Courts to assign one of the judges to the hearing of domestic relations or non-support and desertion cases. Judge John S. Fine is now the judge of this special court, which is held on Friday mornings, and is known as the "Surety Court" or Domestic Relations Court. Most of the cases heard by Judge Fine at this special hearing are non-support and desertion cases, and the question of the making of a support order is usually involved. Other types of difficulties, such as abusive treatment of the wife by the husband, may come up here before Judge Fine, or at the regular criminal session of the court.

(*d*) *Probation Officers for Family Relations.* Probation officers who deal with these problems are the regular staff probation officers, who also deal with juveniles and adults on probation.

(*e*) *Legal Basis for Work of Probation Officers in Family Relations.* The authority to appoint probation officers for non-support and desertion cases is given to the judge under the Act of June 12, 1913, P. L. 502. Under this Act, courts having jurisdiction in proceedings of desertion or non-support of wives, children or aged parents, "may appoint one or more discreet persons of good character to serve as desertion probation officers during the pleasure of the court for the performance of such duties as this court may direct."

No salaries are set by the legislature for desertion probation officers. Salaries are left to the discretion of the court or to the county's fiscal authorities in cases where statutory provision is not made for them. The Luzerne County Court has never paid the probation officers a maximum greater than that which may be paid to juvenile probation officers.

(*f*) *Duties of Probation Officers in Domestic Difficulties.* The law provides "it shall be the duty of desertion probation officers so appointed to make such investigations as may be required by the court, to furnish the court with such information and assistance as the court may require, to take such charge of any defendants before or after trial as may be directed by the court, and when so directed, to collect and pay over to the proper persons money ordered to be paid by any defendant and, in general, to do and perform such service as the court may direct."

The Act quoted above thus outlines the duties of desertion probation officers by making provision for the investigation and supervision of probationers and the collection of support orders by the probation officers. The court may also order these desertion probation officers to make collections for non-support in juvenile cases.

Progressive courts dealing with this problem have divided the function of these probation officers into two parts: Collection of moneys and social casework, consisting of investigation and follow-up. When the number of cases

warrant, they usually employ separate probation officers for collections and separate probation officers for investigation and supervision.

The investigational function usually consists of making proper investigations of the man's wages or earning capacity and other financial resources, if he has any, and include the sources of income which his wife may have. Investigation also includes a study of the home situation, the causes of the family difficulty and the relationship of the children to the situation, etc., and a physical and mental examination of both husband and wife when the need is indicated. Since this investigation includes an interview with the husband and wife separately, and together, it brings out facts usually brought out only in court and makes it possible to present to the judge a summary of the situation in the formal investigational report prepared for him, so that he need not concern himself with elaborate interrogation of the parties to the suit, nor with details cleared up previously by the probation officer. The case thus thoroughly prepared expedites and shortens the hearing and also makes possible a court disposition on a sound social basis.

All cases, however, do not go to court; if the probation officers during the process of investigation, discover that the matter is not serious enough for court action, they then try to effect reconciliations between husbands and wives without court action.

When a case goes to court and an adjustment is not made by the judge and it is necessary for the court to make an order, the proper probation officer thereupon collects and turns over to the wife the money paid by the husband to the court and home visits are also made so that a reconciliation may be effected and the support order vacated in due time. Progressive probation officers in their supervisory work also help members of families make social adjustment, obtain medical advice or material assistance for them when necessary, and help the unemployed wage earner to find work.

No attempt was made to utilize a system similar to the one outlined above by the Luzerne County Court until recently. The usual practices in this county are as follows: The probation officers make no informal adjustments or reconciliations and all cases are referred to the court; adjustment or reconciliation is in the hands of the judge. The justices of the peace and aldermen, before whom all cases must be initiated before they are sent to the Quarter Sessions Court, usually do not notify the probation officers before the cases are held for court, so that it is difficult to make social investigations before Domestic Relations Court hearings. However, recently Mrs. Harding has established contact with some of the "squires," who notify her when they send cases to court. In such cases it is now possible to make a study and investigation before court hearing.

When the judge has to make a support order, it is the general practice for Mr. Roberts to obtain the money directly from the employer (coal companies, industrial plants, etc.), and to pay this over to the wife. When the man fails to pay, the district attorney recommends an application for a capias; this capias is usually not signed by the judge without the approval of the probation officer. A capias brings a man in before the court again for the adjudication of his case.

Mr. Roberts receives all money paid in non-support and desertion cases and fornication and bastardy cases and pays them out again to the wives and other beneficiaries; Miss Roberts keeps a record of all receipts and payments.

The financial system is worked out in some detail, but social follow-up and investigation has not been. However, Judge Fine has been attempting to de-

velop the social work of the Domestic Relations Court through Mrs. Harding's work. The case work procedure, however, still requires a great deal of building up and organizing.

(*g*) *Records and Dockets.* All cases of family difficulties are entered in the regular district attorney's and Commonwealth dockets. There are, however, no social records kept by the probation officers; the only records they keep are the records of the receipt and payment of money. Judge Fine, through his secretary, keeps a socialized docket with notes of the testimony and a record of dispositions. This contains the name of the defendant, the attorney for the defendant, the attorney for the complainant; the wife's statement and the husband's statement follow as testimony; court order and disposition is entered and a report of the probation officer is also included. Social records of investigation and home supervision should be kept by the probation officers to supplement the dockets of the courts, of the judge's secretary and financial records of the probation officers.

(*h*) *Administration of Probation Work.* There is no supervision of the desertion probationary work, other than that implied in the organization already outlined. Judge Fine, the presiding judge, gives supervision to the probation work when he hears the cases in court on Friday morning. The general policy is, as so far developed, to have Mrs. Harding handle cases in the upper end of the county and Mr. Roberts to take care of the cases from the rest of the county.

A more systematic organization and administrative policy is necessary, but this depends upon the reorganization of the work of the probation department as a whole, its relationship to juvenile and adult probation work, as well as to non-support and desertion problems and family difficulties. Elementary facilities for the proper organization of the probation work and the handling of cases are lacking. As in children's cases, private interviewing is rare and not provided for. There should be: (1) A systematic assignment of cases to the proper probation officer best fitted for the handling of each particular case; (2) supervision and case follow-up of the work of the probation officer by an administrative head; (3) secretarial services for the probation officers so that they may keep their records and keep in touch with the clients by correspondence or office contact, as may be necessary; (4) proper facilities for interviewing wives and husbands separately, or together, in an office especially reserved for this purpose. This office could also be used for interviewing children at times when wives and husbands are not being interviewed.

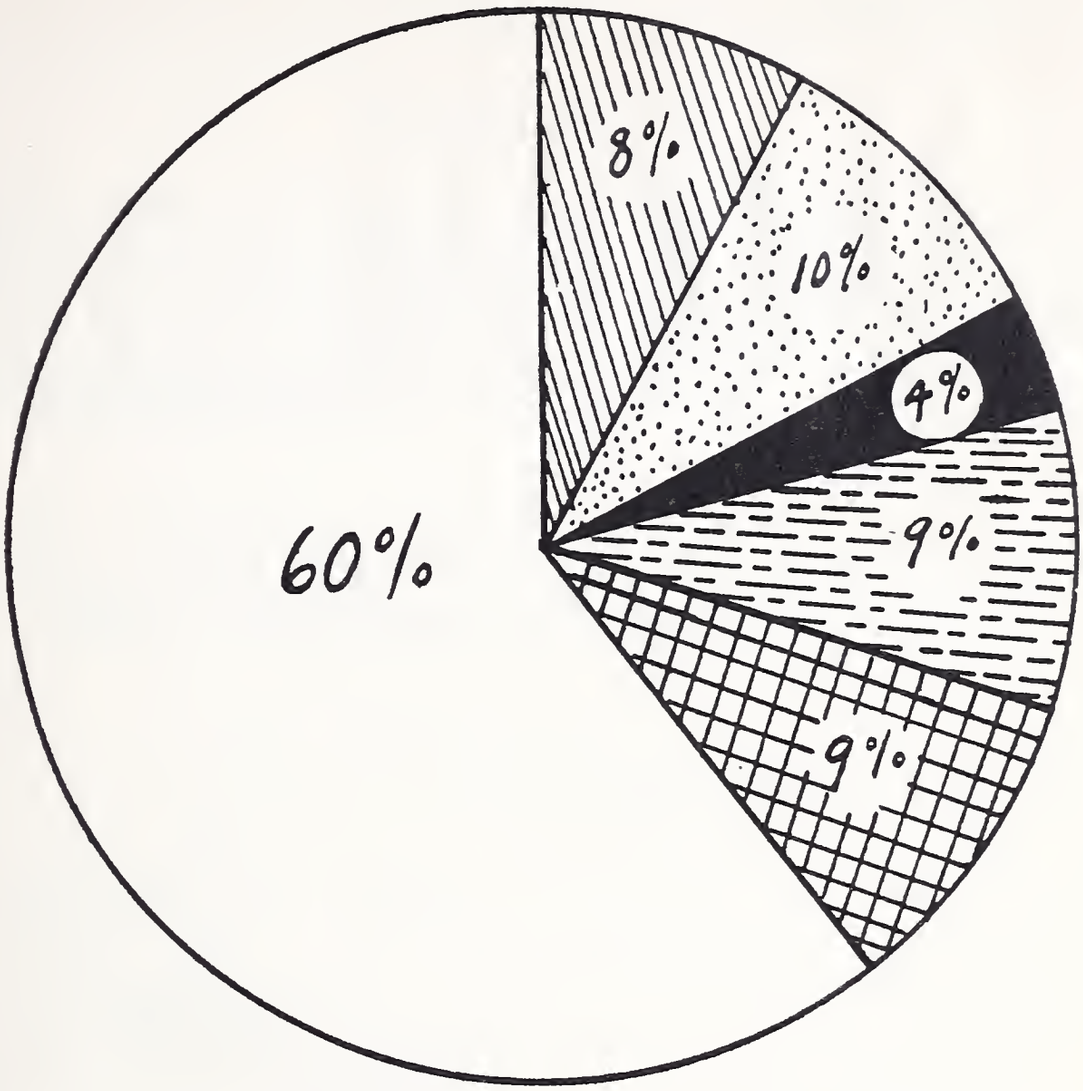
II. The Stream of Cases

(a) NUMBER AND TYPES OF CASES

In 1927, nine hundred seven cases of domestic relation difficulties appear on the court dockets as non-support, non-support and desertion, cruelty, threats, assault and battery, surety of the peace, etc.

Five hundred fifty-two men, or 60.8 per cent of the cases, were those of men brought in for non-support of wives and families; 88 men, or 9.7 per cent of the total, were charged with desertion or desertion and non-support, 3 of these coming to the court for desertion and 85 for desertion and non-support; 77 men, or 8.4 per cent of the total, were brought to court by their wives because of non-support, plus other charges, such as cruel treatment, etc.

Chart 5—Domestic Relations: Chart Showing Classes of Offenses: 1927



NON - SUPPORT

DESERTION AND NON-SUPPORT

ALL OTHER COMBINATIONS OF NON-SUPPORT

CRUEL TREATMENT

THREATS

ALL OTHER OFFENSES

In a number of cases there was no element of non-support or desertion in the difficulties between husbands and wives. In 141 cases, or 15.5 per cent of the total, wives accused their husbands of cruel treatment, threats, or abuse; 84 of these men were brought in because they had made "threats," 16 on surety of the peace charges, 40 for cruel treatment, and one for assault and battery.

In addition, 22 men and women, or 2.4 per cent of the total cases, were brought to court for non-support of parents, grandchildren and illegitimate children.

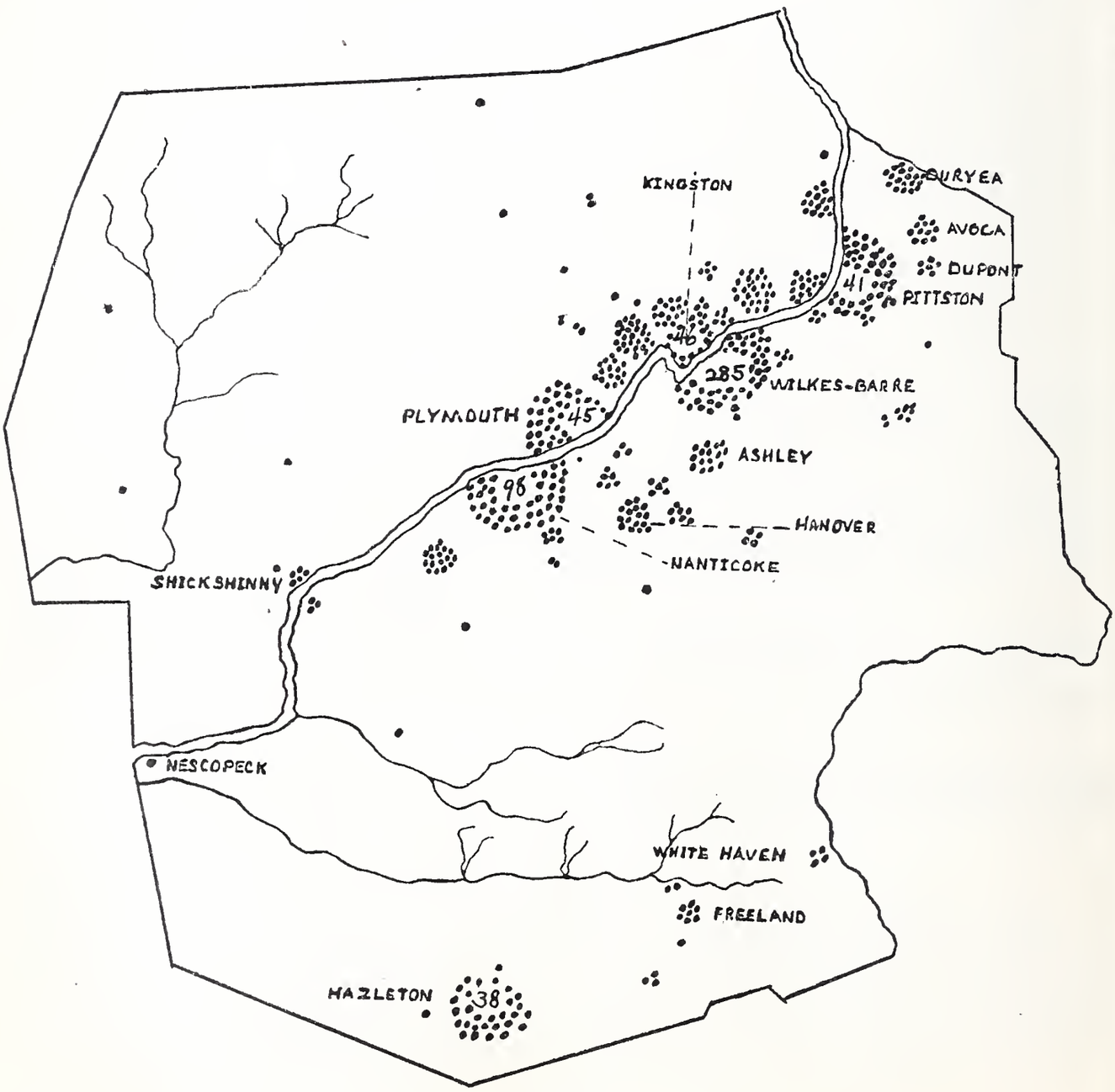
Finally 23, or 2.5 per cent of the total, were of a miscellaneous nature, and in four cases there was no report as to the difficulty.

(b) RESIDENCE

As in the children's cases, a pin map was made of the origin of the cases. Only those cases in which non-support and desertion was a factor were plotted; there were 717 involved in the non-support and desertion of wives and children; 22 involved in the non-support and desertion of grandchildren, aged parents, etc.

By far the greatest number of the cases came from the Wyoming Valley. Of the 739 cases, 285 came from Wilkes-Barre. The other large groups were dis-

Geographic Distribution of Non-Support and Desertion Cases (by residence of prosecutrix): 1927



tributed as follows: 98 from Nanticoke; 46 from Kingston; 45 from Plymouth; 41 from Pittston, and 38 from Hazleton. The pin map shows that the range of distribution is somewhat wider than in the children's cases. It is, of course, less difficult for men and women to come distances for court settlement of their difficulties. The fact that the orders, to be effective, have to be made by the court at Wilkes-Barre, is also a factor. (See Map.)

(c) RACIAL FACTORS

Racial factors are the same as in the children's cases. Most of the men and women are from the mining sections and, therefore, represent the Polish and Italian element in the population, as well as the old American stock, Welsh, Scotch-Irish and German.

III. Methods of Initiating Court Proceedings

The method of initiating court proceedings depends on whether the proceeding is begun under the Poor Law or the Non-support and Desertion Act of 1867.

(*a*) *The Poor Law.* Under the Poor Law, anyone having interest in the support of a poor person may petition the Court of Quarter Sessions for support from the person or persons held responsible under the Poor Law. Father, mother, grandmother, grandfather, child or children of age. The poor person himself, or herself, may petition since he, or she, is assumed to have an interest. The Poor Law directors or authorities have a duty to petition the court in interest of poor persons, including deserted wives and children, etc., neglected parents unable to work. Proceeding against a mother for support of her child can only be under the Poor Law, since there is no authority for proceeding otherwise.

(*b*) *Non-support and Desertion Act of* 1867. Under the Act of 1867 proceeding may be begun by information before justices of the peace or aldermen. The justices of the peace and aldermen must make immediate returns to the court concerning persons proceeded against by information.

The proceeding most usual in Luzerne County is the one by information before a magistrate under the Act of 1867, since this law is based on the right of the wife to support and not on the Poor Law, which considers her problem only because she may become a public charge if she is not helped. However, proceeding by information involves arrest and detention for court unless security is given by the individual charged with non-support or desertion.

It would be more desirable to proceed by petition to the Quarter Sessions Court directly, as in Allegheny and Philadelphia Counties, where due to special legislation it is possible to petition the court of record directly without the intervention of a minor court. Although this is not provided for by statute in Luzerne County, women are being urged to come to the Quarter Sessions Court informally to present their cases. After the hearing of the regular cases, which are held for court by "squires," the judge calls these other cases. The difficulty with this proceeding lies in the matter of the enforcement of the court order should the man fail to live up to it. There are, however, a few cases every week in which the women come directly to the court and do not proceed through a justice of the peace or alderman.

IV. Court Action

The court has wide powers of action as to hearings and dispositions in non-support and desertion cases. It may modify or change an order at any time. The procedure is very flexible under the Act of 1867 and its amendments and supplements.

(*a*) *Hearings.* The hearings are held on Friday at a special session of the court. The cases are thus segregated from other criminal cases. The probation officers are present at the hearings and the husband and wife each tell their own story. All information obtained at this hearing is recorded by the judge's secretary.

These special hearings and the separation of the cases from the regular criminal calendar will make it possible to develop a socialized domestic relations court, such as Judge Fine has in mind, after the judges have finished building up the social machinery for proper investigation and supervision.

(*b*) *General Powers of the Court.* The judge may:

1. Discharge the defendant.

2. Make an order for the comfortable support and maintenance of the plaintiff commensurate with the ability of the defendant to pay.

(I) Demand reasonable surety for compliance with the order.

(II) Commit to imprisonment for lack of surety with the power to discharge within three months if satisfied with the inability of the defendant to pay.

(III) Discharge defendant to pay order to desertion probation officer without requiring surety.

(IV) Modify orders made based on ability of defendant to pay and needs of family as to comfortable support and maintenance.

(V) Cite for contempt for violation of court order after thirty days' non-compliance and commit to imprisonment for non-compliance for a period of six months.

(VI) Give money realized from bail bonds, cash securities or recognizances to the person entitled to support of the defendant.

3. Commit to a reformatory or penal institution and make an order of sixty-five cents a day to be paid as wages to the prisoner by the officials of the penal institution; such wages to be turned over to the person in whose favor the court order is made.

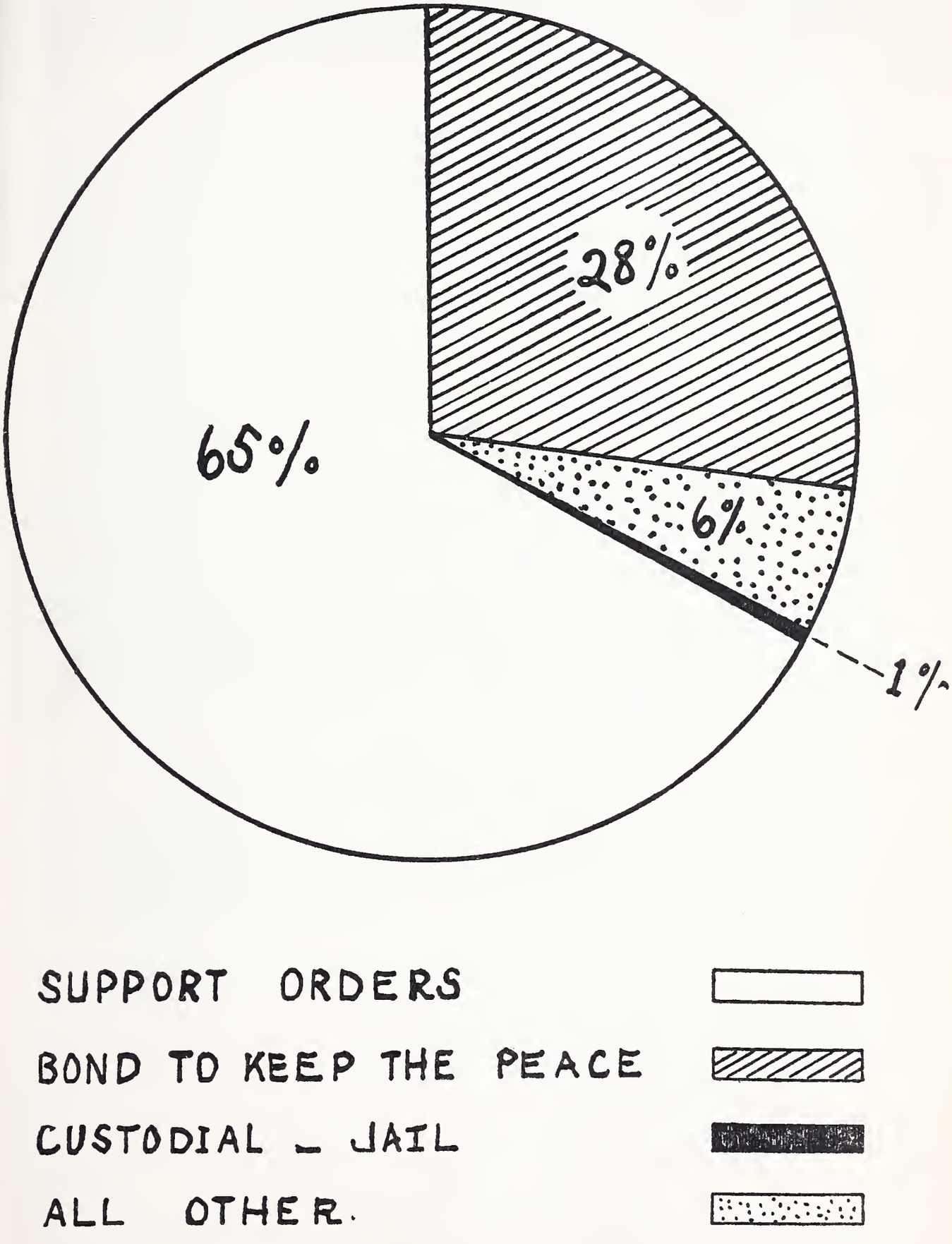
4. Discharge without an order and impose general conditions of probation.

5. Modify any action concerning any decision made.

(*c*) *Disposition of All Cases.* The dispositions made in 1927 by the court shows that of the 907 cases, there were 332 cases in which the court made no adjudication; 97 cases were continued; 204 cases were dismissed; 18 were adjusted in such a way at the time of hearing that adjudication by the court was not necessary; one was referred for mental examination; in 6 cases dispositions were referred for further investigation, and in six other cases there were no dispositions.

In 575 cases the court made various adjudications; in one case costs were assessed; in 377 cases support orders were made; in one case the man was placed on probation; in 164 cases the defendants were held on bond to keep the

Chart 6—Domestic Relations Cases: Dispositions of Offenders: 1927



peace, and 7 were sent to the county jail. Miscellaneous dispositions are represented by 25 cases. (See Table 31.)

The support orders and bond to keep the peace represented the largest groups of adjudicated dispositions and make up 65 per cent and 28 per cent, respectively, of the total. (See Chart 5.)

Thus, the court lays the greatest stress not on the adjustment of the individual's difficulties, but on keeping the family together by seeing that proper economical support is provided and that home conditions are peaceful. The forward-looking steps of constructive service for the rehabilitation of the family is still to be worked out.

While the support orders made in 377 cases represent a social service the court rendered to the families, there were 530 other families who brought their difficulties to the court and received no assistance from the probation department in the adjustment of their difficulties, because support orders were not made or required in their cases. In many jurisdictions these cases would have had the advice and assistance of the probation department for the adjustment of their family difficulties. If the probation department were giving a casework service, such families would also be helped socially.

(*d*) *Support Orders.* It is interesting to analyze the support orders. The orders range from a minimum of $4.00 a month (one order) to a maximum of $120 a month (one order). The most frequent orders were $60 per month, 61 orders; $56 per month, 56 orders; $40 per month, 42 orders. The orders were not only made in non-support and desertion cases, but for all types of family difficulties. Support orders were made in 351 cases involving non-support and desertion, as follows: Non-support, 251; non-support and desertion, 47; non-support in connection with other difficulties, 21; non-support of parents, 12; non-support and threats, 11; non-support of grandchildren, 5; non-support of illegitimate children 2; desertion, 2. In addition, there were support orders made in 26 cases of other kinds of domestic difficulties, as follows: Cruelty, 13; surety of the peace, 5; threats, 5; miscellaneous, 3.

V. Probation Follow-up

(*a*) *Collections Made in Non-support Cases.* During the year 1927 support orders in the amount of $63,977.95 were paid over to the probation department. This did not represent the total amount paid by defendants to beneficiaries, since some of the beneficiaries receive their support orders from the defendants themselves.

We do not know from the records kept by the probation department how the total collections compare with the total support orders made by the court and ordered to be paid by the defendant to the beneficiary. In other words, we have no data concerning the efficiency of collections.

(*b*) *Social Treatment in Non-support and Desertion Cases.* The collection of the support orders and the payment of these orders over to the beneficiary is practically the only social treatment given by the probation officers to families under their care. At present there is only one test applied in the handling of desertion probation cases,—the success of collections. The real test of success is, of course, whether the family breach is healed and the family brought together again. This should be the standard and aim of the desertion probation work of the court .

Aiding the family by effecting reconciliation between husband and wife by helping the man obtain employment and by adjusting health or social situations is not at present a regular part of the probation practice in non-support and desertion work, as it should be if the department were seeking out and trying to adjust the fundamental difficulties that make for family break-up and separation.

When a system of desertion probation service, such as was outlined earlier, is fully worked out, there will be this closer tie-up between the probation department's dealings with the social problems and the economic problems of the families.

VI. Cooperation and Exchange of Service

In the past there has been little cooperation and exchange of service with social agencies in non-support and domestic relations cases, except in cases where the agencies appeared as prosecutor or attended the court hearing. However, Judge Fine has established the practice of cooperating with the agencies through the Social Service Exchange. Judge Fine's clerk, Mr. Evans, registers cases and inquiries are made of the agencies registering. This is an important step forward in community cooperation and should lead to favorable results, provided there is a domestic relations probation officer to follow-up cases and assist the court in making adjustments.

The importance of this cooperation is evidenced by the data gathered in this study by registering all cases in the year 1927 with the Social Service Exchange.

This registration showed that of the 907 families registered, one in every three families that came to the court was known to some family agency; one in every three families was known to a mental or other health agency. In addition, one in every 25 families had been dealt with by one of the children's agencies.

The community has a rich fund of social information in the possession of the social agencies which would be of service to the judge in making dispositions and help the probation officer in making and carrying out plans.

SECTION D—ADULT OFFENDERS

I. Types of Possible Official Action

The principal forms of official action for dealing with adult offenders are through the police department, the courts and correctional institutions. Police action may take three forms: protection, prevention and arrest.

(*a*) *Police Action.* The special protective work of the police, in addition to their general function of protecting life and property of citizens, is that of protecting young people who are being led astray. This is usually done through the agency of policewomen. There are no policewomen in Wilkes-Barre. The work of such officers also includes preventive work by the effective policing of streets, parks, moving pictures, hotels and resorts, and places harmful to youth of either sex.

The arrest of an offender in the commission of an offense and subsequent prosecution of the offender by the police department is the normal police function.

(*b*) *Court Action.* The court of final resort for action in cases of adult offenders is the Court of Quarter Sessions. It has power to fine, suspend sen-

tence, supervise on probation, commit to custodial institutions and parole or discharge as insolvent from local jails and penal institutions.

The routine action of the Quarter Sessions Court is as follows:

(1) *Fine.* A fine is punishment intended to warn and to punish by deprivation of material goods (money). It is used in mild cases.

(2) *Suspended Sentence and Probation.* Suspended sentence is the suspension of the imposition of a court sentence in the case of an adult, pending good behavior. An individual under suspended sentence may be sentenced at any time prior to the expiration of what might have been his term of imprisonment had he been sentenced at the time of conviction. Violation of the conditions under which the suspended sentence was granted, or the commission of a new offense, makes the individual liable to be called up for sentence. Its use is seldom of value without probationary supervision.

Probation is the supervised care given an individual in his own home by a probation officer who is either paid for the service by the county or by a private association or who serves as a volunteer. Probation gives young or reformable offenders a chance to make good and is a substitute for prison. To serve this aim best, it should carry with it supervision of the offender by a *trained* probation officer. It is much more effective when it is preceded by a study of the offender made before probation is imposed, together with an investigation of the environmental factors in the case.

In Pennsylvania, judges may use probation for adults only when they are first offenders and may not use probation for certain serious crimes committed by adults, which are specifically excepted by law. These are: Murder, administering poison, kidnapping, incest, sodomy, buggary, rape, assault and battery with intent to ravish, arson, robbery or burglary.

(3) *Parole.* Parole is the conditional liberation of an individual under supervision after a period of incarceration. If, however, the custodial institution in which the time of imprisonment was spent has not helped to train the prisoner in work habits and in right social living, parole is not likely to have satisfactory results.

Judges may parole those individuals, regardless of offense, whom they have sentenced to local institutions. Parole from State institutions, reformatories and prisons is in the hands of the institution authorities and the State Board of Pardons.

(4) *Insolvency Discharge.* This is the release after a period of imprisonment, under the insolvent debtors law, of adult offenders who have been fined and were not able to pay their fines.

(5) *Probation and Parole to Pay Fines.* Probation officers, when the court directs, collect fines in installments from adult probationers who would otherwise have to serve a jail sentence in lieu of fines, or from adult parolees released with the proviso that they pay their fines in installments.

(*c*) *Penal and Correctional Care in Institutions.* Commitment to institutions implies that milder treatment is not possible for the particular offender or is not deserved. The institutions usually used are the County Jail, Men's De-

partment for men, and State detention ward for women; the Eastern Penitentiary and the Pennsylvania Industrial Reformatory for young men at Huntingdon, Pennsylvania, and the State Industrial Home for Women at Muncy, Pennsylvania.

II. The Stream of Cases

(*a*) *Classification.* The cases of offenders were studied according to the type of offenses and difficulties. Of the offenders whose cases were heard in the Quarter Sessions Court, all data were taken from those furnished the State Department of Welfare for the year 1927 by the clerk of the court. From these data a social classification of the offenses was made according to the following grouping:

GROUP I.

Aggression Personal: Assault, assault and battery, assault and battery with intent, felonious assault, felonious assault and battery, aggravated assault and battery, felonious wounding, felonious cutting, felonious shooting, carrying concealed deadly weapons, firearms, pointing pistol, shooting with intent, mayhem, kidnapping.

GROUP II.

Conduct Personal: Disorderly conduct, disorderly house, surety of the peace, disturbing meeting, riot, slander, common scold, libel.

GROUP III.

Aggression Sex: Assault to rape, assault and battery to rape, rape, statutory rape, incest, buggery, rape and bastardy, taking female child under 16, sodomy, enticing minor child.

GROUP IV.

Conduct Sex: Adultery, adultery and bastardy, abortion, fornication and bastardy, assignation and prostitution, bawdy house, inmate bawdy house, causing death of bastard child, bigamy, open lewdness, indecent exposure, seduction, obscenity, pandering.

GROUP V.

Aggression Family: Cruelty to children, neglect of children, neglect, abuse of child.

GROUP VI.

Conduct Family: Non-support, desertion and non-support, desertion, non-support illegitimate child, non-support minor child, non-support aged parents.

GROUP VII.

Aggression Property: Arson, burglary, possessing burglar's tools, highway robbery, robbery with arms, larceny, larceny and receiving stolen goods, breaking and entering, entering without breaking, felonious entry, entering freight car, forcible entry, larceny of auto, larceny from the person, malicious mischief, trespassing.

GROUP VIII.

Conduct Property: False pretense, fraud, fraudulent conversion, forgery, larceny by bailee, embezzlement, conspiracy, blackmail.

GROUP IX.

Highway Offenses: Auto laws—violation of, reckless driving, operating auto while intoxicated, operating auto without permission of owner, failure to render aid.

GROUP X.

Liquor: Possessing, manufacturing, selling, transporting, delivering.

Narcotics: Possessing, furnishing, selling.

Morphine: Possessing, furnishing, selling.

GROUP XI.

Offenses Against Government and Government Regulations: Bribery, extortion, perjury, treason, counterfeiting, official misconduct, misprision of treason, violation of laws of health, food, medicine, dentistry, election laws, resisting officer, obstructing process, breaking jail, hindering a witness.

GROUP XII.

Homicide: Murder, manslaughter, involuntary manslaughter.

GROUP XIII.

Miscellaneous: Tampering with auto, mining laws, nuisances, junk dealers, selling cigarettes to minors, having vicious dog, alien possessing dog, alien possessing firearms, accessory to or after the fact.

(*b*) *Offenses Classified for the Year* 1927. Analysis of the figures compiled shows that there were 362 individuals before the court in the year 1927. Of these, 75 were in the aggression personal group, the majority of whom were charged with aggravated assault and battery, and assault and battery. Four were in the conduct personal group, charged with gambling, etc. Eleven were in the aggression sex group, of whom 9 were charged with assault with intent to ravish. Twenty-seven were in the conduct sex group, of whom 9 were charged with keeping bawdy houses; 9 with fornication and bastardy, and 5 with fornication. The conduct family group are presented in a proceeding section of this report under "Family Relations." The aggression property group consists of 107, of whom 70 were charged with larceny, 20 with breaking and entering and 10 with receiving stolen goods. In the conduct property group there were 17, of whom 10 were charged with fraud, 5 with forgery, and 2 with embezzlement. The highway offenders consisted entirely of individuals who had violated the auto laws. In the liquor group there were 74 who had violated the liquor law in various ways. Of the 12 charged with offenses against the government and government regulations, 7 were accused of jail breaking. In the homicide group there were three individuals charged with manslaughter, and in the miscellaneous group there were 8 who were charged with nuisances. (See Table 32.)

III. Dispositions

(a) ALL CASES

Analysis made of the dispositions shows that of the 362 cases, 90 received no sentence; 11 were nol prossed, and 79 acquitted. Thus, 272, or 75.1 per cent, were convicted and sentenced. Of those who were convicted and sentenced, 29, or 10.6 per cent, were placed on probation; 140, or 51.4 per cent, were given

prison terms; 70, or 25.7 per cent, were given costs and fines, and 33, or 12.1 per cent, were paroled after they had been sent to prison. To sum up, 177 of the 272 convicted individuals were given prison terms, and of these a small percentage were paroled later. The remainder of those convicted, numbering 99, were either fined or placed on probation. (See Table 33.)

(b) SERIOUS CRIMES

We also have a list of dispositions from a special study made by the Pennsylvania Crime Commission in Luzerne County [1] of 122 of the more serious offenses of a total of 237 offenses, as follows: Involuntary manslaughter, 3; aggravated assault and battery, 13; assault and battery, 23; assault and battery, carrying concealed deadly weapons and pointing firearms, 1; burglary and larceny, 26; embezzlement, 1; larceny by employee, 1; embezzlement and fraudulent conversion, 3; defrauding boarding housekeeper, 5; false pretense, 1; fraud, 2; larceny, 30; larceny and carrying concealed deadly weapons, 1; receiving stolen goods, 4; carrying concealed deadly weapons, 3; assault and battery and attempt to rape, 1; incest, 1; statutory rape, 2; conspiracy, 1. These cases were not cases originating in the year 1927, but were individuals arrested in 1926 and whose cases had been adjudicated, dismissed or disposed of in some way or other since that time.

This means that, of the 237 convicted offenders, there were 122 convicted of the more serious crimes, and of this number, 20 were placed on probation and 14 were placed on probation to pay fines. Thus a total of 34 of the 237 were placed on probation. In other words, 14.3 per cent of these serious offenders were released on probation, either for follow-up or to pay fines. The fact that so many serious offenders are released on probation shows how important it is to follow-up the cases of adult offenders. (See Table 34.)

IV. Social Treatment

The general types of social treatment given are extra-mural and intra-mural.

(c) EXTRA-MURAL TREATMENT

Extra-mural treatment to be effective should carry with it supervision while the individual is on probation or parole. Such supervision or follow-up is provided for by the Probation Act of 1911 and the Parole Act of 1911 as amended May 1, 1923, P. L. 204. However, the Probation Act does not require that probationers be supervised by probation officers, but the Parole Act (1923) stipulates that parolees must be so supervised.

In Luzerne County, the probation officers dealing with children and family problems also deal with adults on probation or parole, but receive no additional salary for work with adults.

The supervisory function of the probation department in respect to men and women on probation, parole or suspended sentence is nominal. Male offenders on probation or parole for "supervision" report to the judges or some interested individual, such as a minister, teacher, etc. Some report by mail, others report in person to the probation department. The extra-mural care which individuals receive from probation officers is generally negative in character; they

[1] By courtesy of the Crime Commission of the Commonwealth of Pennsylvania.

receive no worthwhile supervision from them. In the majority of cases no effort is made to help the individuals make adjustment, to find employment, etc.

The Social Hygiene Society has done social work for women, supervising them when they were placed on probation or parole to receive medical treatment.

COLLECTIONS

If probationers and parolees pay their fines and costs regularly, they are not expected to do anything else and receive no further attention. Covering a period of three years the collections by the probation department from individuals on probation and parole were as follows: Restitution, $8,237.99; Parole, $15,828.40; Fines and Costs, $4,399.54. (See Table 35.)

The restitutions were to individuals who were injured; the fines and costs were items paid over to the county by the probation officers; the item headed "Parole," in the main consisted of payments to a charitable fund. Many of the delinquents paid over sums to a charitable fund maintained by the court; convicted individuals who were not assessed fines and costs to pay over to the State or the county, were asked to give contributions to this fund. This fund, which is no longer active, was used by the court for philanthropic purposes. The money is now turned over to the Law Library. Acting as receivers and custodians of moneys made in payment of restitution, fines and costs, etc., is the chief function of the probation officers in their work with adults.

As in other departments of the court, no social case records were found here. The probation officers rely entirely on the Commonwealth or criminal dockets for their information. They keep no records except of moneys ordered to be paid or collected.

The Social Service Exchange is not used. A system of investigation and supervision would be strengthened by clearing the cases of men released on probation or parole through the Social Service Exchange. In a similar study made in Berks County, it was discovered that many of the adults on probation or parole, or discharged from prison otherwise, were known to the private agencies of the county.

Although no data were gathered in this respect in Luzerne County concerning adult offenders, it is evident that the Social Service Exchange could be of invaluable service to the court by helping it to develop lines of cooperation with the private and public social agencies in the treatment of adult offenders released on probation or parole.

COMMENT

A number of judges in jurisdictions outside of Luzerne County use probation officers for making investigations in criminal cases. The handling of an offender charged with a crime differs from the handling of an offender charged with a misdemeanor or with a social offense, such as non-support. It is not possible, because of the protective measures thrown around an accused individual, to make a social investigation before conviction. Therefore, the probation officer's work as to investigation in these cases does not begin until after the grand jury indictment and the petit jury conviction. Judges in these cases defer sentence until the probation officer can make a complete investigaion so that they can determine whether to commit to an institution, assess a fine or release on

probation, etc. In the same way the judges use probation officers for making investigations of men whom they intend to parole.

In view of the fact that many men are released on probation and parole in Luzerne County every year, and discharged into society without either protecting the community or giving guidance to the probationers and parolees, it might be well for the judges to develop some similar system of adequate investigation and supervision for these offenders through the agency of the probation department. A thorough investigation of each case before granting probation or parole, and the follow-up of those released, is needed to strengthen the probation system. Probation officers should assist individuals in their social and physical adjustment, help them to find work and instill good habits, etc.

(b) INTRA-MURAL TREATMENT

1. The County Jail

The county jail is used for the detention of all prisoners who are held for trial, for those committed on summary conviction by the justices of the peace of the various boroughs and townships, and for those commited by the courts.

The warden of the jail is Charles F. Boldt, and the deputy warden is John McAlarney. The board consists of five prison commissioners and the secretary. There are nine keepers. There is a special staff provided by arrangement with the State Department of Health for the care of women, which is discussed later. There is careful segregation as between men and women.

Men. There is no segregation as between untried and tried in the men's section, except that the non-sentenced men are not doubled in the same cells with the sentenced men. There is some attempt to segregate on the basis of youth and nationality. Juveniles under sixteen are placed wherever there is room; these are detained in the same section and sometimes in the same cells with the men.

The equipment in the men's section is typical of an old-fashioned jail in every way. There are no workrooms; the men eat in their cells, etc.; exercise is not well organized. There are a few cells used for hospital purposes.

There is practically no work in the prison, and such occupations as the men perform are in connection with the domestic service of the jail. At the time of the visit the men took care of the corridors, the yard, the kitchen, did barbering, worked in the coal yard, helped outside, etc. There were 105 convicted prisoners in the institution at this time and 50 were employed in work about the jail. This work simply afforded a physical outlet for a limited group of men, but gave no training or equipment which would be useful to them in making adjustment to normal life after release from the institution. The men who did this special work about the prison occupied a group of cells known as the "trusties" cells.

The untried men do nothing at all no matter how long they remain in detention. The convicted and tried men who had been in jail longest obtain preference as to "jobs." Work is, therefore, altogether a matter of length of incarceration. No attempt has been made to introduce any prison occupations nor to have the men do any road work or engage in other industries permitted under the law.

Women. The women are kept in what is known as the State Detention Ward or the Women's Medical Ward. The State Detention Ward is very well

conducted and managed. It is an institution that may well serve as a model for the rest of the State, and represents years of effort on the part of those responsible for its establishment and upbuilding. The prime movers in this effort were Dr. P. P. Mayock and Miss Nellie Loftus of the dispensary of the State Department of Health, and the president and members of the Prison Board. Women arrested for violation of the health laws are in the same section with women arrested for other offenses. Young girls, children of juvenile court age, are also kept in this section, sometimes in the same cells with women arrested for prostitution and offenses against chastity.

The women are in charge of a matron both day and night. There are three matrons working in three shifts. The day staff is in charge of the State Department of Health and assist in the medical treatment. A night matron is also on call.

All women admitted are examined for venereal disease and treated after commitment, if it is necessary. All commitments for violation of the health laws are through a physician of the State Department of Health. Dr. Mayock of Wilkes-Barre is in charge of the clinic making commitments from the Wyoming Valley section of the county, and Dr. Buckley of Hazleton is in charge of the clinic committing from the Hazleton district.

These commitments are really quarantine commitments, since the State Department of Health has designated this jail as the institution for the treatment of venereal disease. Therefore, great discretionary power is entrusted to the physicians in the making of them, since women and girls may be incarcerated in jail by this plan without any other legal process. All commitments are largely made for physical reasons; investigations made by the State nurses as to the conduct of the girls are determining factors in making commitments. These investigations are in charge of Miss Nellie Loftus, who in addition to being a State nurse, is also secretary of the Social Hygiene Society.

The section in which the women are housed has been remodeled, one-half of it contains facilities for recreation and dining. In the other half are the cells where the women sleep. Because this section had to be screened off so that it would not be visible from the men's quarters, it is dark and dismal at all times. The sleeping cells are old-fashioned and small. It is often necessary to place more than one woman in a cell; therefore, the sleeping quarters are at times overcrowded. The women have no exercise, because the exercise yard can be observed by the men.

The women do domestic service and laundry work, which affords them some outlet, but they have no regular occupations.

Jail Capacity and Population. The entire prison has a cell capacity of 204; there are 42 single cells and 92 double cells. At the time of the visit, there were 203 inmates, 176 men and 27 women. The maximum population over a period of three years was 214 inmates, the minimum 178.

At the time of the visit it was found that there were two general groups of male prisoners, young men incarcerated for robbery and property crimes, and older men jailed for assault and battery, etc. Most of the female prisoners were being held for violation of the health laws.

Expenditures. The total budget for the year 1927 for the county was $67,371.05. For the year 1926, it was estimated that the per capita was $4.15. This represents a fair average per capita expense for this institution.

Parole in Relation to Industry and Training. Men paroled from the county jail under the present system have no training to equip them for readjustment

to normal social life. Thus the probation officers have nothing to work on with men who are paroled. This makes the suggestion as to employment and training in prison all the more pertinent. No man should be paroled from the institution without the recommendation of the probation officer and the approval of the Prison Board, based on his response to industrial work, training and discipline while in the institution. At present the Prison Board can give no answer to the question of response to training or industry, since training and industry do not exist.

2. Municipal Lock-ups

The county prison does not receive men arrested for offenses against local ordinances of municipalities and boroughs, unless their board is paid for by the boroughs and municipalities. These men are usually kept in local lock-ups of the towns. Wilkes-Barre for a time maintained a wood yard for such individuals. Local lock-ups are also used for the temporary detention of prisoners awaiting trial until they can be sent to the county jail for that purpose.

Improvements have been made in the Wilkes-Barre and Hazleton police stations. Recently the city of Hazleton rebuilt its lock-up under the supervision of the State Department of Welfare and provided separate quarters for women. At the time of the study it was discovered that there was no proper segregation between women and men in the Wilkes-Barre lock-up. It was suggested to the local authorities that this situation be correced. The City Councils were most cooperative and called in the State Department of Welfare, at our suggestion, to assist them in developing new plans. As a result a new section of the lock-up was built, with very adequate quarters for women. These new quarters are fitted with modern equipment and are thoroughly sanitary. Unfortunately, children are also held, at times, in this section of the local lock-up.

RECOMMENDATIONS

There are two important improvements that should be made in the jail situation. The only adequate solution for the situation is to have the jail moved to the country, so that men and women may be employed at productive labor and trained during their stay in the institution, both in agricultural and industrial pursuits. However, until this program is developed it would be advisable to follow the example of Berks, Northampton, Fayette and other counties and use the men for work on township, city and country roads; a workroom for indoor occupations could also be set up.

The only solution of the situation, as far as the women are concerned, is to separate the medical ward from the present county jail and place it elsewhere, so that the stigma of imprisonment need not be attached to the splendid medical program developed under the auspices of the State Department of Health. The new legislation which permits the erection of separate penal institutions for women might be utilized in this connection. This legislation, passed in 1927, would make it possible to erect a separate institution for women, where the medical treatment given by the physicians and nurses of the State Department of Health could be adequately carried out.

Since the lock-ups through the county, outside of two municipalities, have such limited facilities for the proper care of men and women awaiting trial, it is suggested that prisoners be sent to the county jail as expeditiously as possible.

As has been previously pointed out, boys and girls of juvenile court age should not be kept in the jail nor in any other place where they will be confined with adults charged with offenses against the law.

SECTION E—CORRECTIONAL AGENCIES AND THE COMMUNITY

The contacts of the penal and correctional agencies of Luzerne County with the social forces of the communities are through the judges of the court, the county commissioners, the administrators of the mental health and venereal clinics, the members of the boards of the county prison and the Luzerne County Industrial School for Boys, the police and the administrators of the cities and boroughs. The social forces of the county are many and varied and include the Community Welfare Federation of Wilkes-Barre, with its affiliated agencies ,and the social agencies of Hazleton, Pittston and Nanticoke. The attitude of all the county agencies, public and private, may be gauged by the fact that the judges of the court, the Welfare Council of Wyoming Valley and the Welfare Federation have jointly asked for this study, and that all the social agencies and institutions cooperated in this investigation.

The social contacts between the court and the community are numerous. The presiding judge of the court, Hon. William S. McLean, Jr., is vitally interested in welfare activities of the county. Hon. John S. Fine is particularly interested in establishing a domestic relations or family court, working in harmony with all the social agencies. Hon. Clarence D. Coughlin is now the chairman of the Committee on Delinquency of the Community Welfare Council of Wyoming Valley. The Hon. Henry A. Fuller has always been interested in the problems of juveniles. There is a splendid spirit of community cooperation on the part of the judges in their effort to consider the problem of the treatment of children, adult offenders and families, as a problem coming to the court and the communties of the entire county. It, therefore, should not be a difficult matter to build up the social work of the court so that it may assume effective community leadership in the task of dealing with children, adult offenders and families in need of authoritative guidance, protection or discipline.

The County Commissioners, the County Controller, members of the Prison Board and of Kis-Lyn, and members of the City Council of Wilkes-Barre are also concerned in social work activities and organization in the county and made suggestions for the treatment of children, adult offenders and families which have been used in this report as a basis for presenting a community program of treatment.

This program of treatment, as far as the court is concerned, must depend upon socialization of court processes and the development of the probation department. All the correctional agencies, including the court and the penal institutions, need the aid of community resources, social, mental and medical, for the investigation and follow-up of cases, since they depend not only on the skill and ability of their own staffs, but also upon the social equipment of the various social agencies of the county, with which they must work in harmony. They need the cooperation also of civic agencies and clubs, and of the citizens generally in order to develop their work.

The recommendations made, therefore, suggest a program of coordination and cooperation between the correctional and penal agencies and the welfare agencies of Luzerne County with citizen backing.

PART FOUR

Summary of Recommendations

Based on the study of the cases, on an analysis of the methods used, and an examination of the community resources at the command of the court and private agencies for dealing with the problems of adult offenders and of children, the following recommendations are presented to the judges, penal institutional authorities and social agencies of Luzerne County for their separate consideration, and also for joint community action on the part of the public and private agencies and joint official action on the part of the judges, county commissioners and other public officials concerned.

A. COURT

I. Bringing Cases to Court.

(*a*) *The processes before hearing in juvenile cases* should be so organized that the police, justices of the peace and aldermen do not handle children's cases unnecessarily.

(*b*) *The petition system* should be more extensively used for the bringing of all children's cases to court, including conduct cases involving delinquency and incorrigibility, and protective cases involving dependency and neglect.

(*c*) *Preliminary Social Investigation.*

1. Routine social investigations should be made before the presentation to the court of juvenile cases and cases involving family relations or non-support. There should be an arrangement between the judge and the probation department as to the kind of cases requiring investigations so that a uniform policy of preliminary investigation may be established. In making investigations the court should use all the resources of the community, social, medical, psychiatric, etc.
2. A system of cooperation should be established with the justices of the peace and aldermen so that the probation department may be notified immediately of all children's cases and of all cases involving family relations, including non-support and desertion in order that a proper social investigation may be made at the earliest possible moment to be presented to the court at the hearing.
3. Social investigations after conviction and preliminary to judicial disposition should be used in cases of adult offenders where such investigation will help in disposition.

II. Hearings

Hearings in children's cases and in cases involving family relations, such as non-support, desertion, etc., should be conducted in private chambers and not in public. Families and children should be heard separately and leave the hearing room as soon as their cases are disposed of and before the next case is called.

The court should have before him a brief summary of the social and financial investigations made by the probation officer, the recommendation of the probation department and such data extracted from the reports of doctors, psychiatrists and others who may be of assistance to the court.

No one should be present at the hearing except individuals or agencies directly interested. These agencies should have the opportunity to present data either through the probation department or to the court direct.

III. Probation Department.

(*a*) *Office and Secretarial Facilities.*

The probation department should have an office of its own, with all facilities for carrying on the business of the department. There should be desk space for each officer and facilities for interviewing complainants and receiving probationers. There should be adequate record and filing facilities, and the secretarial and clerical service of one full-time stenographer is suggested.

(*b*) *Administration.*

There should be a chief probation officer in charge of the probation department. He should be familiar with modern case work methods of dealing with individuals in difficulty, preferably in the field of probation and parole work, with children, adult offenders or families.

It is suggested that the chief probation officer have the following duties:

1. Supervise the work of the staff.
2. Assign cases for invesigation and supervision.
3. Supervise the listing of children and family cases in cooperation with the court clerk.
4. Supervise intake and weed out unnecessary children's cases, domestic relation cases, and other types of cases insofar as the law permits.
5. Prepare cases for presentation to the judge with a brief resume concerning each case, including recommendations based on the probation officer's report.
6. Work out a general plan of procedure for adequate investigation and supervision by the probation staff.

(*c*) *Personnel.*

1. The court should in time develop an adequate staff of probation officers qualified to give sound probation services in accordance with modern social work principles.

(Note: It is preferable that the officers be trained in case work methods at the time of their appointment, and if they are not, that they should obtain such training while they are on the job.)

2. The following staff is suggested:

One or two probation officers to deal with domestic relations cases involving family relations and non-support and desertion; to make home investigation, social adjustments, and to follow-up in their own homes men and women having difficulties in their family relations.

One man probation officer to investigate and supervise older juvenile court boys and men on probation or parole.

Two juvenile probation officers to deal with small boys and girls; one of these probation officers could also deal with women on probation and parole.

One probation officer covering the Hazleton section and dealing with all types of cases.

(*d*) *Organization of Children's Probation Service.*

Children's work should be organized and the work so divided that regular contact may be kept up with all towns in the Wyoming Valley area and all of those in the Hazleton section. It is desirable to have cases in southern Luzerne given to a paid protion officer living in Hazleton.

The probation officer dealing with children should keep up contact with the school authorities, the individual school teachers, interest themselves in the leisure time activities of their probationers, make home visits and establish community contacts for them.

(*e*) *Organization of Domestic Relation Probation Service.*
(*Family relations, non-support, desertion, etc.*)

This work should be so organized that each complainant and each defendant may be interviewed privately by the domestic relations probation officer, so that he may make home investigations to obtain sufficient data as to the family situation, cause of the difficulty, financial resources and outlays, and necessary health data for presentation to the judge. The probation officer should follow-up all cases in the homes; help to readjust the home situation; help to work out the economic, social or personal problems that may be at the base of the difficulty, and assist the collection clerk when probationers fail to pay support orders.

The probation officer stationed at Hazleton could handle both the children and family cases, since the number of cases from this section is not so large.

(*f*) *Organization of Adult Probation Service.*

There should be an adequate investigation before disposition in adult cases by the probation officers dealing with men and women. There should be adequate follow-up in each case and supervision of all probationers. The probation officer should assist the probationers to find employment and help them to reestablish themselves in the community. The probation officers dealing with adult probationers could also deal with adults paroled from the

jail. These officers should make social investigations before any parole is granted to prisoners in the county jail and also assist the collection clerk when probationers or parolees fail to pay fines, costs, restitution, etc.

(g) *General Duties of Probation Officers.*

1. Reception service and interviewing.

The probation officers should spend part of their time in the office receiving complaints in cases. This service is of vital importance in children's and domestic relations cases, because it represents the client's first contact with the court. Full privacy should be assured for receiving and interviewing probationers by the probation officers. It is suggested that separate interviewing booths be erected in the probation officer's room for this purpose, and that children should not wait with adults or with large groups of children in a common waiting room.

It would be also advisable to have a clerk, either the secretary of the probation officers or some other person in the office to receive complainants or probationers when the probation officers cannot be there.

2. Preliminary Investigations.

The probation officers should have as part of their function the making of preliminary investigations, the collecting of social data and information obtained from physicians, psychiatrists, etc., whenever the need is indicated.

3. Home Visiting.

The probation officers should make regular supervisory home visits in all cases according to a schedule worked out by the chief probation officer for each case.

4. Cooperation.

The probation officer should use social agencies for obtaining information for investigation before the court hearing and follow-up.

5. Planning.

The probation officer should work out a plan in each case in order to make a recommendation to the court and in order to carry out, after judicial disposition is made, the type of social treatment most suitable for the individual child, adult offender, or family under extra-mural supervision or other care.

6. Recommending Discharges to the Court.

Probation officers should make recommendations to the court as to discharge from probation or parole whenever the child or adult on probation shows sufficient improvement in conduct.

7. Care of Children Awaiting Hearing.

The probation officer should make recommendations to the court as to the care required for children who are awaiting

hearing; that is, whether they should remain at home, be placed in an institution provided by the county, or in a private home provided by social agencies, etc.

8. Record Keeping and Social Records.

The probation officers should have the assistance of a secretary to help them keep records of home supervision and reports. A complete social record should be kept in a single folder of each individual investigated or studied by the court, or placed on probation or committed, etc. ,with complete face sheet and history sheets, medical reports, psychiatrists' reports, financial investigation, etc., when these are required. Record forms can be obtained from the National Probation Association.

9. Unofficial Dispositions.

The probation officers should be permitted to make adjustments in trivial cases of children and family relations. No such dispositions should be made without the approval of the judge in each case. This will prevent children and families from needlessly passing through the hands of the court and will save the judge's time.

(*h*) *Monthly and Annual Reports.*

There should be a monthly report presented to the court by the probation department and the collection service as to cases handled, investigations made, supervision given, moneys collected, etc. At the end of the year these reports could be compiled and published as an annual report.

IV. Private Agencies Supervising Probationers.

Social agencies at Nanticoke, Pittston, Hazleton, etc., supervising probationers because they receive county support, should make regular reports to the probation department. These reports should be transmitted to the judge by the chief probation officer and presented as part of his monthly and annual report. When children are placed on probation in these localities, it should be left to the chief probation officer to make the assignment, either to one of the staff or one of these agencies, as the case may be. The responsibility in all cases for assignment and supervision should be in the hands of the chief probation officer.

V. Cooperation With Social Agencies.

The probation department should cooperate with the various caseworking agencies of the county, especially where domestic relations cases, such as non-support and desertion, and children's cases, are concerned. The court should use the Social Service Exchange in Wilkes-Barre and Hazleton in every case as a starting point for such cooperation. If inquiry of the Exchange and investigation by the probation officer reveals there are other public or private agencies interested in the particular child, adult offender or family, plans should then be worked out jointly with these agencies for the readjustment of the problem. The information in possession of these agencies should be used to shorten and facilitate investigation. Such cooperation will save unnecessary time and

effort on the part of the probation staff and will mean better service for the individual in trouble. Duplication of work will be avoided by turning over cases to the proper agencies when court action or supervision by the probation officer is found to be unnecessary.

VI. Collection Service.

The collection work should be in the hands of a separate collection clerk, whose task it should be to take care of the collection of fines and costs, support orders, etc., and their payment to the proper beneficiary. It should also be the duty of the collection clerk to turn fines and costs over to the proper State or county authorities, as the case may be.

An adequate statement of collections and disbursements should be published and itemized under the following heads:

(a) Support orders, in non-support, desertion and children's cases.
(b) Fines and costs.
(c) Restitution, adults and children's cases.

If the practice of collecting for a charity fund is continued, it might be well to itemize the disbursements from this fund as well as the receipts.

The collection work should be connected with the probation department, but not necessarily a part of it. It is necessary for the probation officer to know whether the offender has paid his fines and costs, etc., if that is part of the probation conditions. It should also be the function of the probation department to assist the collection clerk in making collections.

B. DETENTION FACILITIES FOR CHILDREN

In organizing the detention facilities of the county, the county commissioners and the juvenile court should have in mind the two groups of delinquent and incorrigible children who cannot remain at home pending hearing [1] (1) those who need special custodial care pending hearing, and (2) those who cannot remain in their own homes, but who do not need special custodial care, and may be placed out in private homes pending hearing.

I. Detention of Children in Lock-ups and Jails.

No children should be detained in city, borough or village lock-ups or jails. Young girls of juvenile court age requiring medical treatment should not receive it in the county jail. Neglected and dependent children should not be sent to detention places for the care of delinquent and incorrigible children.

II. Detention Facilities in Wilkes-Barre, the Wyoming Valley and Northern Part of the County.

A small house of detention should be established by the county commissioners for children in Wilkes-Barre, where delinquent and incorrigible children may be detained when necessary pending hearing. The policy of the house of detention and the admissions and discharges there-

from should be in control of the juvenile court. It should not be conducted as a "juvenile" jail. No commitments should be made to it and no committed children should be held in it longer than necessary to make arrangements for placement in institutions to which they have been ordered to be committed by the court. It should be used altogether for children who cannot be taken care of outside an institution pending hearing.

III. Detention Facilities in Hazleton Section and Southern Part of the County.

The county commissioners and the court should consider the question of the need of a room or rooms for children awaiting hearing in the Hazleton section (southern part of the county). If the use of the United Charities Home at Hazleton is to be continued, its detention arrangements should be reorganized and the cells abolished. The detention facilities in this section, whether they are in the United Charities Home at Hazleton or elsewhere, should be placed under the control of the county commissioners with the supervision of the juvenile court as to all admissions and discharges of delinquent or incorrigible children awaiting hearing, either because of arrest, petition or the filing of an information. Institutional care pending hearing should only be given delinquent and incorrigible children requiring special care or segregation.

The probation officer located in Hazleton and whose appointment is suggested in this report, could supervise children remaining at home awaiting hearing and advise the court concerning those children who cannot be so supervised and therefore need special care and segregation in a detention house.

(Note: It may be that the detention house, which it is suggested that the county commissioners should establish in Wilkes-Barre, will fill the entire county's needs as to institutional detention care for delinquent and incorrigible children awaiting hearing.)

IV. Temporary Homes for Children Awaiting Hearing.

Based on the principle that private home placement is better than institutional care, it is recommended that a temporary home plan, similar to that of the United Charities of Wilkes-Barre, be used and developed throughout the county, for the care of delinquent and incorrigible children who cannot remain at home pending hearing, but who do not need special supervision or segregation in a house of detention or detention rooms. It is suggested that the United Charities and other social agencies of Wilkes-Barre, Nanticoke, Pittston and Hazleton work out this plan with the juvenile court and the probation department, so that it may be developed throughout the county either by one agency, such as the United Charities of Wilkes-Barre assuming the entire task, or by the cooperation of all the agencies concerned with a geographical allocation of territory for each agency.

As far as children awaiting court action are concerned, this plan of temporary care should be supervised by the private agencies and the court jointly. The police and social agencies should also have com-

plete use of the facilities, but the admission and discharge of children awaiting court action should be first approved by the court or probation department even when referred for care by one of these agencies. This would mean that the probation department should be notified immediately of all applications for admission, including those by the police and social agencies, so that it may approve such temporary care and follow-up cases for investigation and court action.

V. Clinical Facilities.

Clinical facilities should be provided, either in the detention places or at a central health center, or in mental and medical clinics, and should be used by the probation officers for the study and observation of children awaiting hearing.

VI. General Detention Policies.

All facilities for the temporary care of children pending hearing, whether in the hands of the private agencies or institutions, or in detention homes under public auspices, should be under the supervision of the judge of the juvenile court aided by the chief probation officer. He should decide whether children should or should not be allowed to remain at home until hearing. He should have final approval of all admissions of the children to temporary care pending hearing and all discharges of children from temporary care. Local magistrates, mayors, burgesses, police officers and constables should not be in charge of detention arrangements.

All children held temporarily for disposition by any private organization or institution, or held in the detention house, should be reported to the juvenile court immediately.

Children held in detention pending hearing, either in the regular house of detention or in private homes or institutions, should not be held in cells.

The detention care of children, whether at home or in institutions, should be constructive and considered as part of the program of readjustment and rehabilitation.

Children held in the house of detention or in private institutions should have proper facilities for recreation and education, and abundant and wholesome diet.

C. COMMUNITY NEEDS

I. Co-ordinated Health Service and Child Guidance.

A co-ordinated medical service should be developed with adequate facilities for medical, psychiatric and psychological study. These facilities should be regularly available to the court, to the school authorities and to social agencies dealing with children and families. Such co-ordination would require an adequate development of the Mental Health Clinic and facilities for follow-up of cases by the clinic and an exchange of service between the different health agencies, the State Venereal Clinic, the Social Hygiene Society and the various Mental Clinics dealing with the same cases. It should include a plan of social treatment and follow-up worked out in each case so that the court and

other agencies may cooperate with the medical and mental diagnosticians in their recommendations.

For children this should be developed into a child guidance service, assisting children to make normal adjustments to life based on their mental and physical needs.

The Health Center which it is contemplated establishing in Wilkes-Barre, would seem to offer the facilities for building up this co-ordinated service for children. It might be advisable to begin the work of the co-ordination with children's cases and extend it to adult cases later. However, the facilities should be available to the court for physical and mental diagnoses in all problems, those of children, family relations and adult offenders.

The service in Wilkes-Barre would be sufficient for the Wyoming Valley region; and a similar service in Hazleton, developed with the Mental Health Clinic there as a center, would supply the needs of that section.

A co-ordinated health service could be developed on the Philadelphia plan; there certain types of cases are handled by the Child Guidance Clinic's own social staff, and other types of cases are handled through cooperative service given by the trained social workers of private agencies. The clinic gives the diagnoses and plans of treatment to the private agencies or to the public agencies interested in the particular cases, and the private or public agencies carry out the plans. This would be possible in Wilkes-Barre if there were more trained probation officers in the court to deal with the court's cases and with the aid of the case workers in the private agencies to deal with non-court cases.

II. Child Placing Service.

The agencies of the Welfare Council of Wyoming Valley and similar children's agencies in other centers at Nanticoke, Pittston, Hazleton, etc., could assist the juvenile court to reduce the high rate of institutional commitment by taking the leadership in the development of a county-wide home-finding service for placing out children in private homes. Agencies at present receiving subsidies from the county could develop this service as a return for moneys appropriated by the county to their needs. This group of social agencies should decide in conference which one of its members is best equipped to initiate or build up home-finding work with children, and then work in cooperation with this agency for the development of this service.

III. Public Schools.

It is suggested that the public schools take up the question of employing visiting teachers to supplement the work of the school attendance officers, thus stressing the social needs of the child as well as effective school attendance. This would be a preventive social case work job so that fewer children need be brought to court.

IV. Case Working Agencies.

There should be close cooperation between all case-working agencies and the court in children's, adults' and non-support cases, so that

problems can be presented to the court promptly whenever authoritative action is necessary.

V. Police Women.

It is advisable that the larger cities, especially Wilkes-Barre, establish some special protective police service for children. It is suggested that the municipality of Wilkes-Barre look into the question of appointing a woman police officer. Many children, especially girls, could be saved from going to juvenile court if the places of recreation and neighborhoods frequented by children and young girls in their leisure time could be adequately supervised by a socially trained police woman. Such an officer could cooperate closely with the probation officers, recreation authorities, the State Department of Health, and the Social Hygiene Society in their dealings with young girls, and also keep them away from questionable neighborhoods and recreation places.

D. COUNTY PROGRAM

I. Children's Institutions.

A county institutional program for children should be developed by the children's institutions of the county so that they may specialize in the handling of children. There should be a case-work policy of intake so children can be admitted and treated according to thir individual needs. Intake of the institutions should be also guided by medical and psychiatric examinations, and personality studies of the children made before admission and during care. This can be done in cooperation with the Mental Health Clinic of the county. Dependent and neglected children should not be cared for by institutions dealing with delinquent and incorrigible children unless special and separate arrangements are made for them.

II. Subsidized Agencies.

Agencies receiving subsidies from the county should develop a program of work for children so that they can render best service, whether in the field of providing temporary care of children awaiting hearing, supervising children on probation or placing out children in private homes.

Agencies receiving subsidies from the county or from Poor Boards should render a special report concerning services rendered. A report should be published by the controller or the public bodies making grants or subsidies, or the agency receiving them.

E. COUNTY JAIL

I. Children in the Jail.

Children below the age of sixteen or those above sixteen and still in the care of the juvenile court should not be committed or admitted to the county jail.

II. Prison Industry.

There should be adequate work for prisoners, either detained or convicted; this should include:

(a) Development of road and outside work.

The experience of Berks, Fayette and Northampton Counties in developing road work for the townships and cities could be utilized. The employment of prisoners on the county poor farm, as in Somerset and Clearfield Counties, is also worth looking into.

(b) Inside industry should be developed with a separate workroom for prisoners.

III. Future Development.

The future plan should include the removal of the jail to the country and the establishment of a prison farm with industries. The prison farm plans of Berks, Delaware and Montgomery Counties are worthy of study. The first two projects are already begun.

IV. Women in the Jail.

There should be either a separate building containing medical facilities for women, or women needing medical care should be detained elsewhere.

Women arrested for crimes other than violation of the health laws, etc., should be segregated in this new building away from those women incarcerated because of offenses against chastity or for health reasons.

F. COMMUNITY EDUCATION AND COOPERATION

It is suggested that the social and civic organizations, particularly the group associations, such as the Welfare Council of Wyoming Valley, organize public interest and education in the questions brought out in this study and cooperate with public officials to obtain county-wide support to secure action necessary for the improvement and development of the county's correctional and penal system and its methods of dealing with children.

Leon Stern,

Secretary, Research and Field Studies.

APPENDIX

Statistical Tables

Statistical Tables For Luzerne County Study

CHILDREN

Tables

1. Total juvenile court cases and children.
2. Total juvenile court children, classified as new and re-opened.
3. Total juvenile court children classified according to conduct and non-conduct cases.
4. Dispositions, Boys, classified according to age and type of disposition; new and re-opened cases.
5. Dispositions, Girls, classified according to age and type of disposition; new and re-opened cases.
6. Dispositions, Institutional Boys, classified according to age and institutions in which they were placed.
7. Dispositions, Institutional Girls, classified according to age and institutions in which they were placed.
8. Delinquent boys and girls below 16 years of age, detained in United Charities Home, Hazleton.
9. Delinquent boys and girls above 16 years of age, detained in United Charities Home, Hazleton.
10. Delinquent boys and girls in Hazleton United Charities Home showing number taken to Juvenile Court in 1927.
11. Delinquent boys and girls in Hazleton United Charities Home; mental examination.
12. Length of detention and diagnosis for venereal disease of girls in women's detention ward, county jail.
13. Larceny, breaking and entering, Boys, new cases.
14. Truancy, Boys, new cases.
15. Coal picking and railroad trespassing, Boys, new cases.
16. Boys above juvenile court age, delinquency charges, new and reopened cases.
17. Truancy, Girls, new cases.
18. Sex offenses, Girls, new cases, below 16 and above 16 years of age.
19. Protective cases, Girls, new cases.
20. Girls above juvenile court age, new and re-opened cases.
21. Recidivists, Boys, new cases.

22. Recidivists, Boys, re-opened cases.

23. Recidivists, Girls, new and re-opened cases.

24. Dependency and neglect, boys and girls, new cases, classified by causative factors.

25. Dependency and neglect, boys and girls, new cases, classified by petitioners.

26. Dependency and neglect, boys and girls, new cases, classified by residence of child.

27. Dependency and neglect, boys and girls, new cases, classified by disposition.

28. Dependency and neglect, boys and girls, new cases, in court two or more times, classified by causative factors, petitioners, residence, and disposition.

29. Dependency and neglect, boys and girls, re-opened cases, classified by causative factors, petitioners, residence, and disposition.

ADULTS

30. Domestic relations cases, classified according to offense.

31. Domestic relations cases, classified according to disposition.

32. Adult offenders, classified according to offense, sentenced and not sentenced.

33. Dispositions of adult offenders.

34. Defendants arrested, convicted, and placed on probation.

35. Three-year comparison of collections by probation officers, Luzerne County.

Table 1

TOTAL CHILDREN'S CASES LISTED FOR HEARING IN LUZERNE COUNTY: 1927

	Boys	Boys Cases 1	Girls	Girls Cases 1
Total	613	1,015	97	152
NEW 1927 CASES	474	537	79	89
In court once in 1927	422	422	69	69
In court two times	41	82	10	20
In court three times	11	33	—	—
OLD CASES 2	139	478	18	63
In court two times	46	92	7	14
In court three times	32	96	4	12
In court four times	30	120	2	8
In court five times	18	90	1	5
In court six times	11	66	4	24
In court seven times	2	14	—	—

1 Includes offenses as well as other reasons for being brought into court, such as neglect, dependency, etc.

2 Old cases are those cases which were referred to court in years previous to 1927 and were brought into court again in 1927.

A total of 1,167 cases, involving 710 children, was studied. The number of cases is ascertained by counting each child separately as many times as he or she is dealt with by the court. The number of boys and girls is found by counting each child only once.

Table 2

TOTAL CHILDREN'S CASES HEARD IN JUVENILE COURT IN 1927, CLASSIFIED ACCORDING TO SEX, AND NEW AND RE-OPENED CASES

	New and Re-opened Cases			Cases New in 1927			Cases Re-opened in 1927		
	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls
All cases	710	613	97	553	474	79	157	139	18
Conduct	653	575	78	500	439	61	153	136	17
Non-conduct	57	38	19	53	35	18	4	3	1

Table 3

CONDUCT AND NON-CONDUCT CHILDREN IN JUVENILE COURT IN 1927

	TOTAL	CONDUCT						NON-CONDUCT			
		Total	Del.	Inc.	Inc. Del.	Del. Dep.	Inc. Dep.	Total	Dep.	Neg.	Dep. Neg.
ALL BOYS AND GIRLS											
Total	710	653	541	64	37	8	3	57	39	13	5
New in 1927	553	500	407	51	31	8	3	53	35	13	5
Re-opened in 1927	157	153	134	13	6	—	—	4	4	—	—
ALL BOYS											
Total	613	575	513	25	26	8	3	38	30	3	5
New in 1927	474	439	381	25	22	8	3	35	27	3	5
Re-opened in 1927	139	136	132	—	4	—	—	3	3	—	—
ALL GIRLS											
Total	97	78	28	39	11	—	—	19	9	10	—
New in 1927	79	61	26	26	9	—	—	18	8	10	—
Re-opened in 1927	18	17	2	13	2	—	—	1	1	—	—

Table 4

BOYS BROUGHT TO JUVENILE COURT, LUZERNE COUNTY, AND DISPOSED OF IN 1927

	Total	Dismissed	Placed on Probation	Committed to Institutions	All Other
NEW CASES—Total	474	67	269	119	19
Age					
3 months	1	1	....	....	....
3 years	1	....	....	1	....
6 years	2	....	....	2	....
7 years	2	1	....	1	....
8 years	12	1	6	4	1
9 years	34	9	20	4	1
10 years	41	5	22	14	....
11 years	58	6	38	12	2
12 years	74	9	44	17	4
13 years	68	10	34	22	2
14 years	80	10	45	21	4
15 years	59	9	35	13	2
16 years	22	5	11	5	1
17 years	14	1	9	3	1
18 years	3	....	2	....	1
Not reported	3	....	3	....	....
OLD CASES—Total	139	....	33	100	6
Age					
9 years	1	....	....	1	....
10 years	1	....	1	....	....
11 years	5	....	1	3	1
12 years	8	....	5	3	....
13 years	15	....	4	11	....
14 years	23	....	9	14	....
15 years	32	....	2	27	3
16 years	28	....	6	22	....
17 years	20	....	5	13	2
18 years	3	....	....	1	....
19 years	1	....	....	1	....
20 years	1	....	....	1	....
Not reported	1	....	....	1	....
TOTAL	613	67	302	219	25
Per cent Distribution (Decimals not computed)	100	10	50	36	4

If a child had been brought into court two or more times, the last disposition is the one used for tabulating this study.

Table 5

GIRLS BROUGHT TO JUVENILE COURT, LUZERNE COUNTY, AND DISPOSED OF IN 1927

	Total	Dismissed	Placed on Probation	Committed to Institutions	All Other
NEW CASES—Total	79	9	27	35	8
Age					
5 to 15 years	57	8	22	23	4
16 to 20 years	22	1	5	12	4
OLD CASES—Total	18	—	—	17	1
Age					
14 to 15 years	2	—	—	2	—
16 to 22 years	16	—	—	15	1
TOTAL	97	9	27	52	9
Per cent Distribution (Decimals not computed)	100	9	27	52	9

Table 6

INSTITUTIONS IN WHICH BOYS WERE PLACED IN 1927 (New Cases)

	Number of Boys	Number of Placements	Kis-Lyn	Hunt-ingdon Reforma-tory	St. Michael's Ind. Home	St. Patrick's Orphanage	Children's Home	St. Stanislaus' Orphanage	Mercy Hospital	County Jail
Totals	119	138	84	2	30	2	2	1	1	16 [1]
Ages										
3 years	1	1	—	—	—	—	1	—	—	—
6 years	2	2	—	—	—	1	1	—	—	—
7 years	1	1	—	—	—	1	—	—	—	—
8 years	4	5	2	—	2	—	—	1	—	—
9 years	4	4	2	—	2	—	—	—	—	—
10 years	14	14	6	—	8	—	—	—	—	—
11 years	12	13	8	—	5	—	—	—	—	—
12 years	17	17	14	—	3	—	—	—	—	—
13 years	22	25	15	—	6	—	—	—	—	4
14 years	21	25	18	—	3	—	—	—	1	3
15 years	13	16	13	1	1	—	—	—	—	1
16 years	5	10	5	1	—	—	—	—	—	4
17 years	3	5	1	—	—	—	—	—	—	4

[1] Boys below sixteen may not be committed to the county jail. Placements of boys below sixteen in the county jail were temporary ones until commitment could be made to an institution or probation was applied.

Table 7

INSTITUTIONS IN WHICH GIRLS WERE PLACED IN 1927

	Number of Girls	Number of Placements	Names of Institutions
Totals	52	94 [1]	
New Cases	35	53	
Ages 5 to 15 years	23	34	
		9	St. Stanislaus
		3	St. Joseph's Home
		3	St. Patrick's Orphanage
		8	Sleighton Farm
		2	Crittenden Shelter
		9	State Detention Ward, County Jail [2]
Ages 16 to 20 years	12	19	
		1	St. Joseph's Maternity Home, Scranton
		1	House of Good Shepherd
		2	Sleighton Farm
		3	Muncy
		12	State Detention Ward, County Jail [2]
Old Cases	17	41	
Ages 14 to 15 years	2	8	
		1	Victory House, Sisters of Mercy
		2	House of Good Shepherd
		1	St. Joseph's Home
		1	St. Patrick's Orphanage
		1	Pennhurst
		1	Sleighton Farm
		1	State Detention Ward, County Jail [2]
Ages 16 to 22 years	15	33	
		1	St. Joseph's Foundling Home
		9	House of Good Shepherd
		1	Dunmore
		1	Laurelton
		7	Sleighton Farm
		5	Muncy
		9	State Detention Ward, County Jail [2]

[1] 52 girls were placed in institutions 94 times.

[2] Girls placed in county jail were for temporary care, either for medical treatment or for placement in an institution or until probation was applied.

Table 8

DELINQUENT BOYS AND GIRLS UNDER 16 YEARS OF AGE DETAINED IN UNITED CHARITIES HOME, HAZLETON

	Total		7 Years		9 Years		10 Years		11 Years		12 Years		13 Years		14 Years		15 Years	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Total Boys	54	—	—	—	2	—	2	—	4	—	7	—	13	—	16	—	10	—
Total Girls....	—	10	—	1	—	—	—	—	—	—	—	—	—	5	—	1	—	3
Number of days detained																		
1	16	2	—	—	—	—	2	—	—	—	1	—	4	1	6	—	3	1
2	32	3	—	—	1	—	—	—	4	—	6	—	9	1	8	1	4	1
3	2	1	—	1	—	—	—	—	—	—	—	—	—	—	1	—	1	—
5	2	—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	1	—
6	1	1	—	—	—	—	—	—	—	—	—	—	—	—	1	—	—	1
7	1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1	—
11	—	1	—	—	—	—	—	—	—	—	—	—	—	1	—	—	—	—
14	—	1	—	—	—	—	—	—	—	—	—	—	—	1	—	—	—	—
73	—	1	—	—	—	—	—	—	—	—	—	—	—	1	—	—	—	—

Table 9

DELINQUENT BOYS AND GIRLS OVER 16 YEARS OF AGE DETAINED IN UNITED CHARITIES HOME, HAZLETON

	Total		16 Years		17 Years		18 Years		19 Years		20 Years	
	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Total Boys	5	—	4	—	1	—	—	—	—	—	—	—
Total Girls	—	15	—	1	—	4	—	1	—	5	—	4
Number of days detained												
1	3	—	2	—	1	—	—	—	—	—	—	—
2	1	3	1	—	—	—	—	—	—	1	—	2
3	1	3	1	—	—	2	—	—	—	—	—	1
4	—	1	—	—	—	—	—	—	—	1	—	—
6	—	1	—	—	—	1	—	—	—	—	—	—
8	—	1	—	—	—	—	—	—	—	1	—	—
9	—	2	—	—	—	1	—	—	—	1	—	—
18	—	1	—	—	—	—	—	1	—	—	—	—
19	—	1	—	—	—	—	—	—	—	—	—	1
73	—	1	—	—	—	—	—	—	—	1	—	—
133	—	1	—	1	—	—	—	—	—	—	—	—

Table 10

DELINQUENT BOYS AND GIRLS DETAINED IN UNITED CHARITIES HOME, HAZLETON, SHOWING NUMBER TAKEN TO JUVENILE COURT, WILKES-BARRE, IN 1927

	TOTAL	Taken to Juvenile Court	Not Taken to Juv. Court
Total	84	10	74
Under 16 years of age	64	7	57
Boys	54	5	49
Girls	10	2	8
Sixteen years and over	20	3	17
Boys	5	—	5
Girls	15	3	12

Table 11

MENTAL DIAGNOSIS OF CHILDREN DETAINED IN THE UNITED CHARITIES HOME, HAZLETON

Total	8
Mental deficiency	5
Mental retardation	3

Table 12

LUZERNE COUNTY JAIL, VENEREAL WARD FOR WOMEN, SHOWING LENGTH OF DETENTION AND DIAGNOSIS

Days Detained	TOTAL	Positive		Negative	AGES								
		Gonorrhea	Gonorrhea Syphilis		12	13	14	15	16	17	18	21	22
Total Diagnoses	46 [1]	23 [2]	3	20 [3]	1	2	8	9	10	6	8	1	1
Positive Diagnosis	26	23	3		—	—	4	7	7	2	4	1	1
4 to 25 days	4	4			—	—	2	2	—	—	—	—	—
26 to 50 days	2	2			—	—	—	1	—	—	1	—	—
55 to 75 days	4	4			—	—	—	1	3	—	—	—	—
76 to 100 days	6 [4]	6			—	—	—	2	2	—	2	—	—
101 to 150 days	1	—	1		—	—	—	—	—	—	1	—	—
151 to 200 days	2	2			—	—	—	1	—	1	—	—	—
201 to 287 days	3	3			—	—	1	—	1	—	—	—	1
Over 300 days:													
327 days	1	—	1		—	—	—	—	1	—	—	—	—
359 days	1	1	—		—	—	—	—	—	—	—	1	—
Still detained at time of study	2	1	1		—	—	1	—	—	1	—	—	—
Negative Diagnosis	20	—	—	20	1	2	4	2	3	4	4	—	—
17 to 50 days	9	—	—	9	1	2	1	1	1	2	1	—	—
51 to 100 days	7	—	—	7	—	—	1	1	2	1	2	—	—
101 to 191 days	4	—	—	4	—	—	2	—	—	1	1	—	—

1 Represents examinations made of 42 girls.
2 Represents examinations made of 21 girls; 2 were examined twice.
3 Represents examinations made of 18 girls; 2 were examined twice.
4 One girl was reported to have congenital syphilis.

Table 13

BOYS BROUGHT TO COURT ON CHARGES OF LARCENY OR BREAKING AND ENTERING: 1927

	DISPOSITIONS										
								COMMITMENT			
	Total	Dismissed	Continued	Disposition Deferred Pending Investigation	Sentence Suspended	Placed on Probation	Restitution	Kis-Lyn	St. Michael's Industrial School	County Prison	Paroled
Total	215	27	1	2	1	147	3	22	4	5	3
Age											
7 years	2	1	—	—	—	1	—	—	—	—	—
8 years	6	1	—	—	—	4	—	—	1	—	—
9 years	15	4	—	—	—	9	—	1	1	—	—
10 years	23	2	—	—	1	18 [1]	—	—	2	—	—
11 years	21	1 [2]	—	—	—	19 [7]	—	1	—	—	—
12 years	26	4	—	—	—	17 [3]	2	3	—	—	—
13 years	39	8	1	—	—	23 [4]	—	5	—	2 [5]	—
14 years	42	5	—	2	—	28 [1]	—	7	—	—	—
15 years	21	1	—	—	—	15 [6]	—	5	—	—	—
16 years	10	—	—	—	—	6 [1]	1	—	—	1 [1]	2
17 years	8	—	—	—	—	6	—	—	—	2 [5]	—
18 years	1	—	—	—	—	—	—	—	—	—	1
Not reported	1	—	—	—	—	1	—	—	—	—	—

BREAKING AND ENTERING OR ATTEMPTED BREAKING AND ENTERING

Total	11	3	—	—	1	6	—	1	—	—	—
Age											
10 years	1	1	—	—	—	—	—	—	—	—	—
11 years	1	—	—	—	—	1	—	—	—	—	—
12 years	2	—	—	—	1	—	—	1	—	—	—
13 years	1	—	—	—	—	1	—	—	—	—	—
14 years	3	2	—	—	—	1	—	—	—	—	—
15 years	1	—	—	—	—	1	—	—	—	—	—
Not reported	2	—	—	—	—	2	—	—	—	—	—

1 One was later committed to Kis-Lyn.
2 One was later taken for mental test.
3 One was to help find junk man.
4 One was later committed to St. Michael's Industrial School.
5 One was held for grand jury.
6 One was committed to Huntingdon Reformatory.
7 Two were later committed to Kis-Lyn.

Table 14

BOYS BROUGHT TO JUVENILE COURT IN 1927 ON CHARGES OF TRUANCY, CLASSIFIED ACCORDING TO AGE AT TIME OF COURT HEARING

Age of Child When Referred to Court	TOTAL	Probation	Committed To		Mental Test
			Kis-Lyn	St. Michael's Ind. Sch.	
Total	78	47	21	9	1
One Charge	57	43	11	2	1
10 Years	3	2	1 [1]		
11 Years	8	6	1	1	
12 Years	12	9	2	1	
13 Years	9	6	3		
14 Years	14	13	1		
15 years	10	7	3		
16 Years	1				1 [3]
Two or more charges [2]	21	4	10	7	
8 Years	1		1		
9 Years	2	1		1	
10 years	1			1	
11 Years	3		1	2	
12 Years	2	2			
13 Years	5	1	1	3	
14 Years	4		4		
15 Years	3		3		

1 Committed to institution after having been placed on probation.

2 Boys brought to court on two or more charges, at least one of which was truancy.

3 Mental diagnosis shows low grade imbecile. Court advised parents to keep him home, giving him light work to do.

Table 15

DELINQUENT BOYS BROUGHT IN BY RAILROAD OR COAL COMPANY POLICE FOR OFFENSES COMMITTED ON OR NEAR RAILROADS IN 1927, CLASSIFIED ACCORDING TO AGE

Total	117
7 years of age	1
8 years of age	4
9 years of age	11
10 years of age	14
11 years of age	18
12 years of age	19
13 years of age	16
14 years of age	15
15 years of age	11
16 years of age	4
17 years of age	1
Age not reported	3

Table 16

BOYS ABOVE JUVENILE COURT AGE (16 to 20 years) BROUGHT INTO JUVENILE COURT IN 1927

	TOTAL	DISPOSITIONS		
		Placed on Probation	Committed to Institutions	All Others
NEW CASES				
Total	39 [1]	17	6	16
16 years of age	22	8	4	10
17 years of age	14	9	1	4 [2]
18 years of age	3	—	1	2
REOPENED CASES				
Total	53	11	40	2
16 years of age (age in 1927)	28	6	22	—
17 years of age	20	5	13	2
18 years of age	3	—	3	—
19 years of age	1	—	1	—
20 years of age	1	—	1	—

1 Two of these were dependency cases.
2 Held for Grand Jury.

Table 17

GIRLS BROUGHT TO JUVENILE COURT IN 1927 ON CHARGES OF TRUANCY

Total	18
Probation	1
Probation, go to school	4
Probation, go to school report	4
Probation, report to clinic	1
Probation, report to court	2
Dismissed	1
Committed to St. Stanislaus	2
Committed to Sleighton Farm	2
Committed to detention ward	1

Table 18

GIRLS BROUGHT TO JUVENILE COURT FOR SEX OFFENSES AND DISPOSED OF DURING 1927

OFFENSE	TOTAL	Probation	Committed to Institutions	Referred for G.-U. Exam.	Report to Clniic	Placed at Domestic Service	Referred for Mental Ex.
Total	26	3	17	2	2	1	1
Girls 13 to 15 years of age	11						
Incorrigibility, sex	11	1	7	2 [1]	—	—	1
Girls 16 to 20 years of age	15						
Immorality, sex	14	2	9	—	2 [2]	1	—
Violation of health laws	1	—	1	—	—	—	—

1 Diagnosis negative.

2 Diagnosis negative for one; positive (gonorrhea) for one, who was also delinquent in reporting to clinic.

Table 19

GIRLS BROUGHT INTO JUVENILE COURT IN 1927
PROTECTIVE CASES

Reason for Being Brought Into Court	Total	Disposition			
		Detention Ward	Dismissed	St. Stanislaus	Private Placement
Total	8	2	1	4	1
Age					
2 years—Tampering with mail boxes	1		1		
5 years—Four sisters brought in; abuse of one by father	1			1	
6 years	1			1	
12 years	2			2	
15 years—Abuse by father	1				1 [2]
16 years—One beaten by mother [3]	1	1			
One assaulted by three men [4]	1	1			

[1] Twelve-year-old girl abused by father; three sisters were brought into court with her.

[2] Committed to care of Nanticoke Charities for placement

[3] Diagnosis positive. Mother claims girl is immoral.

[4] Diagnosis negative.

Table 20

GIRLS ABOVE JUVENILE COURT AGE
OLD AND NEW CASES

	Disposition			
	Total	Probation	Instituiton	All Others
NEW CASES				
Total	22	5	12	5
16 years	11	4	5 [2]	2 [1]
17 years	6	1	3	2
18 years	4	—	4 [3]	—
19 years	—	—	—	—
20 years	1	—	—	1 [4]
OLD CASES				
Total	16	—	15	1
16 years	2	—	2	—
17 years	2	—	2	—
18 years	7	—	6	1
19 years	1	—	1	—
20 years	1	—	1	—
21 years	1	—	1	—
22 years	1	—	1	—
Age not reported	1	—	1	—

1 One was delinquent in clinic.

2 One was too low grade for Sleighton Farm; making application for Laurelton.

3 One was released; waiting list for Laurelton.

4 One was bound in the sum of $500.00.

Table 21

DELINQUENT BOYS BROUGHT INTO JUVENILE COURT TWO OR MORE TIMES DURING 1927 (New Cases)

	Total	Probation Followed by Institution	Probation Institution Parole	Probation Probation Institution	Probation	Institution Without Probation	Dismissed Followed by Institution
Total	50	30	2	4	6	6	2
Ages							
8 years	2	—	—	—	—	1	1
9 years	2	1	—	—	1 [1]	—	—
10 years	4	4	—	—	—	—	—
11 years	5	3	—	2	—	—	—
12 years	4	2 [1]	—	—	2	—	—
13 years	11	5	—	1	2	3	—
14 years	9	9	—	—	—	—	—
15 years	5	3	1	1	—	—	—
16 years	5	3	1	—	—	—	1
17 years	2	—	—	—	—	2	—
Not reported	1	—	—	—	1	—	—

[1] One was violation of probation.

Table 22

DELINQUENT BOYS BROUGHT INTO COURT TWO OR MORE TIMES PRIOR TO 1927 AND IN 1927

	Total	Probation Followed by Commitment and Parole	Probation Followed by Commitment to Institution	Committed to Institution and Parole	Probation Without Commitment	All Others
Total	139	49	18	33	33	6
Ages [1]						
9 years	1	1	—	—	—	—
10 years	1	—	—	—	1	—
11 years	5	—	—	3	1	1
12 years	8	2	1	—	5	—
13 years	15	3	2	6	4	—
14 years	23	9	2	3	9	—
15 years	32	12	8	7	2	3
16 years	28	13	3	6	6	—
17 years	20	6	1	6 [2]	5	2
18 years	3	—	1	2 [3]	—	—
19 years	1	1 [4]	—	—	—	—
20 years	1	1	—	—	—	—
Not reported	1	1	—	—	—	—

1 Ages have been adjusted to 1927, since all of these boys were in juvenile court in years previous, thus a boy brought into juvenile court in 1925 at the age of ten would have been twelve in 1927. This has been done in order to compare ages of children in 1927, both new and old cases.

2 One was mentally deficient.

3 Superintendent Johnson reports one boy enlisted in Aviation Service, home on furlough.

4 Enlisted in the U. S. Army Engineering Corps.

Table 23

GIRLS BROUGHT TO COURT TWO OR MORE TIMES

OFFENSES	Disposition			
	Total	Probation	Institution	Private Placement
Total number of girls	28	3	23	2
Girls brought to court twice in 1927	10	1	8	1
Immorality (sex)	4	—	4	—
Larceny	3	—	3	—
Runaway	2	—	1	1
Larceny and forgery	1	1 [1]	—	—
Girls brought to court in years previous to and in 1927 (two or more times)	18	2	15	1
Immorality (sex)	10	2	8	—
Vagrancy	1	—	1	—
Incorrigibility	5	—	5	—
Dependency	1	—	—	1
Larceny	1	—	1	—

[1] and make restitution.

Table 24

DEPENDENCY, ETC.—CAUSATIVE FACTORS

Boys and Girls—Cases New—Luzerne County

CAUSATIVE FACTORS	Total	Total		Dependent		Dep. and Truancy		Dep. and Neg.		Dep. and Incor.		Dep. and Lar.		Neg.	
	Total	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
	59	43	16	27	8	5	—	5	—	2	—	1	—	3	8
Dependent on Private Charities (General Hospital)	1	1	—	—				1							
Dependent on Private Charities (Luz. Cath. Bureau)	2	2		2											
Dependent on Private Charities (Transferred H. F. to L. C. Indus. School)	1	1		1											
Drunkenness (both parents)	3	3						3							
Father deserted	1	1								1					
Father sick, mother deserted boy	1	1		1											
Father sick, poor board family	2	2		2											
Father widower (3)	..	3		2		1									
and bad home condition (1)	...	1		1											
and deserter (2)	..	1	1		1							1			
and drunkard (2)	...	2		2											
and immoral and drunkard (1)	.20	1						1							
and improper guardian (5)	.....		5												5
and in jail (2)			2	—	2										
and unemployed (2)			2	—	2										
and immoral (2)	..		2												2
Stepmother (both parents heavy drinkers)	2	2				2									
Mother alone	3	3		3											
Mother alone and sickly	1	1		1											
Mother widow	.. 6	3		1		1				1					
Mother widow and ill	...	3		3											
Orphan	4	4		4											
Parents in jail	2	2		2											
Trans. H. F. to L. C. In. School (Father dead, mother deserted)	1	1		1											
Parents separated	3	—	3	—	3										
Parents worthless	1	1				1									
Parents improper guardian (very bad home condition)	1		1												1
Not stated	4	4		1										3	

Table 25

DEPENDENCY, ETC.—Complainant or Petitioner Boys and Girls—New Cases

COMPLAINANT OR PETITIONER	Total	Total		Dependent		Dep. and Truancy		Dep. and Neg.		Dep. and Incor.		Dep. and Lar.		Neg.	
		Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Total	59	43	16	27	8	5	—	5	—	2	—	1	—	3	8
Aunt	3	3	—	3	—	—	—	—	—	—	—	—	—	—	—
Brother	1	1	—	1	—	—	—	—	—	—	—	—	—	—	—
Children's Home	2	2	—	2	—	—	—	—	—	—	—	—	—	—	—
General Hospital	1	1	—	—	—	—	—	1	—	—	—	—	—	—	—
Luzerne Catholic Bureau	12	4	8	4	8	—	—	—	—	—	—	—	—	—	—
Luzerne County Ind. School	4	4	—	2	—	1	—	1	—	—	—	—	—	—	—
Minister and police	1	—	1	—	—	—	—	—	—	—	—	—	—	—	1
Mother	5	5	—	4	—	—	—	—	—	1	—	—	—	—	—
Nanticoke and United Charities and V. N. A. [1]	4	1	3	—	—	1	—	—	—	—	—	—	—	—	3
Pittston United Charities	10	10	—	7	—	—	—	3	—	—	—	—	—	—	—
Police	2	2	—	—	—	1	—	—	—	—	—	1	—	—	—
Poor Board	2	2	—	2	—	—	—	—	—	—	—	—	—	—	—
St. Michael's Ind. Home	1	1	—	1	—	—	—	—	—	—	—	—	—	—	—
State Police	1	1	—	1	—	—	—	—	—	—	—	—	—	—	—
Wilkes-Barre United Charities	7	3	4	—	—	2	—	—	—	1	—	—	—	—	4
Not Reported	3	3	—	—	—	—	—	—	—	—	—	—	—	3	—

[1] Visiting Nurse Association.

Table 26

DEPENDENCY, ETC.—RESIDENCE
Boys and Girls—New Cases

RESIDENCE	Total	Total		Depen-dent		Dep. and Truancy		Dep. and Neg.		Dep. and Incor.		Dep. and Lar.		Neg.	
		Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Total	59	43	16	27	8	5	—	5	—	2	—	1	—	3	8
Ashley	1	1	—	1	—	—	—	—	—	—	—	—	—	—	—
Avoca	4	4	—	4	—	—	—	—	—	—	—	—	—	—	—
Eckley	1	1	—	—	—	1	—	—	—	—	—	—	—	—	—
Edwardsville	2	—	2	—	2	—	—	—	—	—	—	—	—	—	—
Exeter	3	3	—	3	—	—	—	—	—	—	—	—	—	—	—
Hazleton	2	2	—	2	—	—	—	—	—	—	—	—	—	—	—
Kingston	4	4	—	4	—	—	—	—	—	—	—	—	—	—	—
Larksville	4	—	4	—	—	—	—	—	—	—	—	—	—	—	4
Luzerne	1	1	—	—	—	1	—	—	—	—	—	—	—	—	—
Nanticoke	5	2	3	1	—	—	—	1	—	—	—	—	—	—	3
Pittston Township	3	3	—	—	—	—	—	3	—	—	—	—	—	—	—
Stockton	1	1	—	1	—	—	—	—	—	—	—	—	—	—	—
Swoyersville	1	1	—	1	—	—	—	—	—	—	—	—	—	—	—
Wapwallopen	1	—	1	—	—	—	—	—	—	—	—	—	—	—	1
West Pittston	1	1	—	1	—	—	—	—	—	—	—	—	—	—	—
Wilkes-Barre	22	16	6	9	6	3	—	1	—	2	—	1	—	—	—
Not reported	3	3	—	—	—	—	—	—	—	—	—	—	—	3	—

Table 27

DEPENDENCY, ETC.—DISPOSITION
Boys and Girls—New Cases

DISPOSITION	Total	Total		Depen-dent		Dep. and Truancy		Dep. and Neg.		Dep. and Incor.		Dep. and Lar.		Neg.	
		Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Total	59	43	16	27	8	5	—	5	—	2	—	1	—	3	8
Brother (released from L. C. I. S.) [1]	1	1	—	1	—	—	—	—	—	—	—	—	—	—	—
Discharged	1	1	—	—	—	—	—	1	—	—	—	—	—	—	—
Discharged to parents	1	—	1	—	—	—	—	—	—	—	—	—		—	1
Family (released L. C. I. S.)	2	2	—	2	—	—	—	—	—	—	—	—	—	—	—
Grandmother	1	1	—	1	—	—	—	—	—	—	—	—	—	—	—
In care Pittston Charities	1	—	1	—	—	—	—	—	—	—	—	—		—	1
In care uncle	2	—	2	—	2	—	—	—	—	—	—	—	—	—	—
Luz. Co. Ind. School	21	21	—	13	—	5	—	1	—	1	—	1	—	—	—
Private individual (Released from L. C. I. S.)	1	1	—	1	—	—	—	—	—	—	—	—	—	—	—
St. Joseph's Orphanage	3	—	3	—	3	—	—	—	—	—	—	—	—	—	—
St. Michael's Industrial School	11	11	—	7	—	—	—	3	—	1	—	—	—	—	—
St. Patrick's (Scranton)	5	2	3	2	1	—	—	—	—	—	—	—	—	—	2
St. Stanislaus' Orphanage	6	—	6	—	2	—	—	—	—	—	—	—	—	—	4
Not reported	3	3	—	—	—	—	—	—	—	—	—	—	—	3	—

[1] Luzerne County Industrial School for Boys.

Table 28

Boys and Girls—New Cases DEPENDENCY CASES (Two or More Times in Court)

	CAUSATIVE FACTORS		COMPLAINANT	DISPOSITION
BOYS CASES				
First	Truancy (Boy retarded; hates school)	Widow	Mother and Mrs. Williamson	White's Ferry
Second	Incorrigibility and Dependency	Widow	Mother and Mrs. Williamson	White's Ferry
First	Dependency	Widower	Sister Inviolata	Kis-Lyn
Second	Truancy, mischievous	Widower	Father	Kis-Lyn
	Chronic truancy	Widower	Truant Officer	Kis-Lyn
First	Delinquency and larceny	Stepfather	D. & H. Railroad Officer	St. Stanislaus
Second	Dependency (Home conditions poor)	Stepfather	City Detective and Truant Officer	St. Stanislaus
GIRLS CASES (New)				
First	Neglect (Filthy conditions; drunk and immoral)		United Charities and State Nurse	Placed as dining room maid in Wilkes-Barre General Hospital
Second	Neglect		United Charities and State Nurse	Detention Ward
First	Neglect (Filthy conditions; drunk and immoral)	Widow	United Charities and State Nurse	Placed as dining room maid in Wilkes-Barre General Hospital
Second	Neglect	Widow	United Charities and State Nurse	Released from Detention Ward in care Mrs. Mrs. — — — Ithaca

Table 29

DEPENDENCY CASES

Boys and Girls—Old Cases

CAUSATIVE FACTORS	COMPLAINANT	DISPOSITION
BOYS CASES (Old)		
Dependency and Larceny (Stepfather)	Truant Officer and Mother	Kis-Lyn; ran away from court. Mr. Roberts thinks he is romancing.
Dependency (Orphan)	Superintendent Johnson	Kis-Lyn
Dependency	Not Stated	St. Stanislaus
GIRLS CASES (Old)		
Dependency (Poor home conditions; father mental case; mother semi-invalid)	United Charities	Trying to get private home

Table 30

DOMESTIC RELATIONS CASES, CLASSIFIED ACCORDING TO OFFENSE—1927

Total offenders	907
Assault and battery and threats	1
Assault and battery, threats and non-support	1
Cruel treatment or cruelty	40
Desertion	3
Desertion and non-support	85
Non-support	552
Non-support of parents	13
Non-support of bastard children	4
Non-support of grandchildren	5
Non-support and threats	25
Non-support and combination of offenses not mentioned above	51
Surety of the peace	16
Threats	84
Miscellaneous combinations of offenses	23
Not reported	4

Table 31

DOMESTIC RELATIONS CASES, CLASSIFIED ACCORDING TO DISPOSITION, 1927

Total offenders	907
Continued	97
Dismissed	204
Adjusted by court	18
Referred for mental observation	1
Disposition deferred pending investigation	6
No disposition	6
Costs	1
Support orders	377
Probation	1
Bond to keep peace	164
County jail	7
All other dispositions	25

Table 32

OFFENDERS BROUGHT BEFORE THE LUZERNE COUNTY COURT, CLASSFIED ACCORDING TO OFFENSES, SHOWING THOSE SENTENCED AND NOT SENTENCED

	OFFENSE	Total	Convicted and Sentenced	Non-Sentenced
	Total	362 [1]	272	90
I.	Aggression personal group:			
	Aggravated assault	20	7	13
	Assault and battery	43	22	21
	Carrying concealed weapons	4	4	—
	Assault and battery to kill	5	—	5
	Felonious wounding	3	3	—
II.	Conduct personal group:			
	Conducting a gambling house	3	1	2
	Gaming	1	1	—
III.	Aggression sex group:			
	Rape	1	1	—
	Rape, assault with intent	9	8	1
	Rape statutory	1	1	—
IV.	Conduct sex group:			
	Adultery	2	2	—
	Bastardy	1	1	—
	Bawdy house	9	7	2
	Fornication	5	5	—
	Fornication and bastardy	9	8	1
	Pandering	1	1	—
V.	Aggression family group:			
VI.	Conduct family group: [2]			
VII.	Aggression property group:			
	Arson	1	—	1
	Breaking and entering	20	17	3
	Forcible entering	3	1	2
	Larceny	70	60	10
	Receiving stolen goods	10	8	2
	Robbery	1	1	—
	Dynamiting	2	2	—
VIII.	Conduct property group:			
	Forgery	5	4	1
	Frauds	10	1	9
	Embezzlement	2	2	—
IX.	Highway offenders:			
	Auto law violation	24	23	1
X.	Liquor:			
	Liquor law violation	74	66	8
XI.	Government and Government regulations:			
	Extortion	2	2	—
	Jail breaking	7	7	—
	Quarantine law violation	2	2	—
	Soda law	1	1	—
XII.	Homicide group:			
	Manslaughter	3	1	2
XIII.	Miscellaneous:			
	Nuisance	8	2	6

[1] Data furnished the State Department of Welfare by the clerk of the court.

[2] See table 30 for conduct family group and surety of the peace.

Table 33

DISPOSITIONS OF ADULT OFFENDERS BROUGHT BEFORE LUZERNE COUNTY COURT IN 1927

		Per Cent Distribution
Total	362	100.0
Non-sentenced	90	24.9
Nol prossed	11	
Acquitted	79	
Convicted and sentenced	272	75.1
CONVICTED AND SENTENCED		
Total	272	100.0
Probation	20	10.6
Prison term	140	51.5
Costs and fines	70	25.8
Paroled	33	12.1

Table 34

DEFENDANTS ARRESTED IN 1926 AND CONVICTED AND PLACED ON PROBATION IN LUZERNE COUNTY [1]

INDICTMENT CHARGE	Convicted	Placed on Probation	Probation and Fine
Total	237	20	14
Assault and battery	23	1	1
Aggravated assault and battery	13	—	2
Assault and battery and attempt to rape	1	1	—
Assault and battery; carrying concealed deadly weapons and pointing firearms	1	1	—
Burglary and larceny	26	3	2
Carrying concealed deadly weapons	3	1	—
Conspiracy	1	—	1
Defrauding boarding-housekeeper	5	1	—
Embezzlement	1	1	—
Embezzlement and fraudulent conversion	3	1	—
False pretense	1	1	—
Fraud	2	1	—
Incest	1	—	1
Involuntary manslaughter	3	1	—
Larceny	30	5	5
Larceny and carrying concealed deadly weapons	1	1	—
Larceny by employee	1	1	—
Receiving stolen goods	4	—	1
Statutory rape	2	—	1
All other offenses	115	—	—

1 By courtesy of the Crime Commission of the Commonwealth of Pennsylvania.

Table 35

THREE-YEAR COMPARISON OF COLLECTIONS BY PROBATION OFFICERS—LUZERNE COUNTY

	Total	Restitution	Parole	Fine and Costs
Total 3 years	$28,465.93	$8,237.99	$15,828.40	$4,399.54
1925	$ 5,060.04	$ 767.58	$ 3,816.20	$ 476.26
1926	16,652.49	6,214.46 [1]	7,818.46	2,619.57
1927	6,753.40	1,255.95	4,193.74	1,303.71

1 Includes $4,000 paid by hit-and-run driver who killed man.

Pennsylvania Committee on Penal Affai.

THE Pennsylvania Committee on Penal Affairs seeks to ma. itself a center of information throughout the State, and welcomes inquiries from private citizens and public officials desirous of improving conditions in the penal service of the State and its counties.

Its task is to help obtain more effective treatment of adult offenders and of children in difficulty or in conflict with the law, by the examination and study of existing conditions, building-up public opinion, advising judges and penal administrators, and promoting changes in the law when necessary. Its activities are thus based on needs revealed by research and investigation of facts and not on theoretical considerations.

Its work embraces the following objectives:

1. Obtaining a system of court procedure more swift in operation, more scientific in the diagnosis and treatment of the individual, more certain in conviction of criminals, more responsive to reconstructive instead of punitive methods.

2. Developing a system of adult probation and parole which will protect society as well as help individuals.

3. Developing and expanding the juvenile court system as a protective agency for children in conflict with the law.

4. Replacing county jails by industrial prison farms.

5. Developing a comprehensive plan for penitentiaries that will take care of all long term offenders.

6. Developing proper facilities for the custodial care of women by expanding Muncy and by erecting appropriate institutions for receiving short term women offenders.

7. Establishing Cumberland Institution for male defective delinquents, at an early date.

8. Obtaining effective classification and segregation of mentally-diseased delinquents.

9. Improving the personnel in the penal, probation and parole service.

10. Promoting concerted community action between public and private agencies for the control of delinquency and the better handling of behavior problems of adults and children.

LOUIS N. ROBINSON, *Chairman,*
Pennsylvania Committee on Penal Affairs.

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